The 2001-02 Draft Budget Initiatives and Draft Capital Works for the Department of Justice and Community Safety and Related Agencies

Report Number 13

Standing Committee on Justice and Community Safety

March 2001

Committee membership

Paul Osborne MLA (Chair)

John Hargreaves MLA (Deputy Chair)

Harold Hird MLA

Trevor Kaine MLA

Secretary: Fiona Clapin

Resolution of appointment

That—

The following general purpose standing committees be established to inquire into and report on matters referred by the Assembly or, matters that are considered by the committee to be of concern to the community...

...a Standing Committee on Justice and Community Safety to examine matters related to administration of justice, legal policy and services, registrar and regulatory services, electoral services, consumer affairs, corrective, emergency and police services and fair trading and any other related matter .

ACT Legislative Assembly Hansard/Minutes.

Terms of reference

That—

Notwithstanding the resolution of 28 April 1988, as amended on 25 November 1999, 7 December 2000 and 15 February 2001, which appointed the General Purpose Standing Committees for this Assembly:

(1) the 2001-02 draft Budget initiatives and the 2001-02 draft Capital Works Program for each appropriation unit be referred to the relevant General Purpose Standing Committee, for inquiry into and report by 23 March 2001 with either:

(a) recommendations that maintain or improve the operating result; or

(b) a conclusion that the Committee will not proceed with the consideration of the 2001-02 draft Budget initiatives and the 2001-02 draft Capital Works Program;

(2) the relevant draft budget documents be provided by the Treasurer to the Presiding Member of each Standing Committee by close of business Friday, 16 February 2001;

(3) if the Assembly is not sitting when the Committees complete their inquiries, the Committee may send their reports to the Speaker or, in the absence of the Speaker, to the Deputy Speaker who is authorised to give directions for its printing, circulation and publication; and

(4) the foregoing provisions of this resolution have effect notwithstanding anything contained in the standing orders.

ACT Legislative Assembly Minutes, 15 February 2001

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Summary of recommendations

Recommendation 1

1. The committee recommends that, if the Government continues with a draft budget process in the future, it should ensure that:

(i) the community consultation process is clearly communicated to community groups;

(ii) committees and the community are provided with draft budget information at an earlier stage in the budget cycle; and

(iii) committees are provided with a formal draft budget and the Government's cost reductions in addition to Government initiatives.

Recommendation 2

The committee recommends that the Government produce a report which provides feedback to the community on community budget proposals which includes an explanation for any rejections.

Recommendation 3

The committee recommends that the $555,000 additional funding made available from the Commonwealth Grants Commission should be allocated as follows:

<u>One-off funding for 2001-2001</u>

- **$100,000 for the Police and Citizens Youth Club buses (including advertising);**
- **$50,000 for the Conflict Resolution Service;**
- **$10,000 for research/consultation to identify a model for youth-specific legal services;**

Recurrent funding for 2001-02 and future years

- **$20,000 additional funding for Prisoners Aid to assist families visit prisoners in NSW prisons (until the ACT prison is built);**

- **$50,000 additional funding for the Law Reform Commission (for on-the-ground research staff);**

- **funding towards meeting specialist client needs in corrections;**

- **additional funding to support police in building relationships with the community (eg through school liaison work and more beat police); and**

- **funding for community education in Cardiac Pulmonary Resuscitation (CPR) and early access to emergency services.**

Recommendation 4

The committee recommends that if additional funding becomes available beyond the $555,000 it should be allocated to: addressing the crisis at Belconnen Remand Centre (including the funding for more staff); capital works allocation for the construction of the prison, the Quamby gymnasium and Quamby reception centre; diversionary programs for youth at risk; therapeutic projects for young offenders; and early intervention in disadvantaged families.

Recommendation 5

The committee recommends that the Department of Justice and Community Safety ensure that priority is given to implementing crime prevention and early intervention projects and that these are managed to take full advantage of funding allocations.

1. Introduction

Background

1.1. On 15 February 2001 the Legislative Assembly referred the Government's proposed budget initiatives and draft capital works programs to standing committees for inquiry and report by 23 March 2001.

1.2. The reference limited committees to making recommendations which either maintain or improve the operating result.

1.3. On 1 March 2001, the Treasurer wrote to standing committee chairs inviting committees to propose additional initiatives in light of additional funds made available from the Commonwealth Grants Commission. The Treasurer advised that an additional ongoing net $4.6 million had become available to the ACT Government from the Commonwealth Grants Commission and, of this, $555,000 was made available for justice and community safety initiatives.

Conduct of the inquiry

1.4. Advertisements were placed in *The Canberra Times* and *The Chronicle* inviting public submissions and the committee wrote to relevant organisations directly inviting submissions.

1.5. Five submissions were received. (See Appendix A for details).

1.6. A public hearing was held on 14 March 2001 where evidence was received from six organisations. (see Appendix A for details)

The budget consultation process

1.7. The committee notes that, in contrast to last year where a detailed draft budget was provided, this year the Government has only provided information about draft budget initiatives and draft capital works proposals.

1.8. The lack of detail this year attracted some negative comments from community organisations such as ACTCOSS and the Youth Coalition. These organisations advised they had difficulty commenting on some of the initiatives because of lack of detail and lack of information on funding cuts for existing services. The Youth Coalition and ACTCOSS also had problems with the short timelines which impeded their ability to consult with stakeholders.[1]

1.9. The Youth Coalition endorsed the recommendations of the Select Committee on the 2001-2 Budget seeking better Government communication about the budget consultation process and compulsory involvement of standing committees in phase 2 of the consultation process. [2]

1.10. ACTCOSS identified problems with the budget consultation process this year, pointing out that the process had changed and these changes had not been well communicated to the community. According to ACTCOSS this had resulted in confusion within the community and lower levels of engagement than would otherwise be expected. In their view, these problems had detracted from the value to the community of the draft budget process and would need to be addressed next year.[3]

1.11. The committee notes that this year's draft budget inquiry did not attract as many submissions as last year even though the committee wrote directly to the same number of organisations inviting submissions.[4] This could indicate a lack of confidence or confusion about the process amongst community organisations.

1.12. The committee shares the concerns expressed by community organisations and is of the opinion that corrective measures are the responsibility of the Government.

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[1] Youth Coalition of the ACT, Submission and ACTCOSS, Submission

[2] ibid

[3] ibid

[4] Last year 10 submissions were received compared with 5 this year.

Recommendation 1

1.13. The committee recommends that, if the Government continues with a draft budget process in the future, it should ensure that:

(i) the community consultation process is clearly communicated to community groups;

(ii) committees and the community are provided with draft budget information at an earlier stage in the budget cycle; and

(iii) committees are provided with a formal draft budget and the Government's cost reductions in addition to Government initiatives.

1.14. Because of the short time frame between the provision of draft budget initiatives to committees and the required reporting date, this committee did not have sufficient time to obtain comment from the Government on initiatives suggested by the community. This compromised the ability of the committee to properly examine the community initiatives and, in the event of some community initiatives being rejected by Government, leaves the community without information on the reasons for rejection of their proposals.

Recommendation 2

1.15. The committee recommends that the Government produce a report which provides feedback to the community on community budget proposals which includes an explanation for any rejections.

Acknowledgements

1.16. The committee appreciates the input from community representatives, particularly in light of the short time frames.

2. Government and Community Budget Initiatives

Government budget proposals

Budget initiatives

2.1. The Government's proposed justice and community safety budget initiatives are included in Appendix B of this report. These initiatives include an additional $6.564 million of expenditure compared to the previous year.

2.2. The themes of the Government's draft budget initiatives for 2001-02 are:

- addressing poverty ($2.3 million)
- early intervention ($6.4 million); and
- innovation ($11.1 million).

2.3. The committee particularly welcomes the funding of initiatives aimed at addressing poverty and early intervention. This reflects some commitment to the addressing the disadvantages experienced by some people in our community. This will hopefully result in long term social and economic benefits for the ACT community as a whole.

2.4. In its report on the 2000-01 draft budget, this committee urged the Government to direct funding to early intervention and crime prevention and was pleased that the Government has responded positively to these suggestions by dedicating funding to these areas for the first time.

2.5. Community organisations such as ACTCOSS and the Youth Coalition have welcomed the Government's commitment to early intervention and crime prevention in their written submissions to this inquiry.

2.6. The committee is of the strong view that funding should be directed at the earliest possible stage of a socially disadvantaged child's life, to avoid long term social and financial burdens on the community.

2.7. For young people who have not been given adequate attention in their earlier years, it is not too late for targetted programs and professional attention to turn them away from a life of crime. For this reason, the committee has given positive consideration to community submissions which proposed funding which targets young people at risk of becoming involved in the criminal justice system.

Government bids for further spending

2.8. At a private briefing held on 9 March Government officials provided the committee with some suggestions about how to spend the additional $555,000. These suggestions were based on departmental budget initiatives which were considered by the Government but not included in the draft budget and included:

- Meeting specialist client needs in corrections ($0.378m)
- Non-urgent patient transport service crew ($0.135m)
- Criminal justice statistics and research unit ($0.316m)
- DPP workload increases ($0.152m)
- Community education in Cardiac Pulmonary Resuscitation (CPR) ($0.190m)
- ACT Law Reform Commission ($0.98m)
- GSO workload increases ($0.248m)

2.9. No formal Government submission addressing additional resource initiatives and compensating cost reduction initiatives, was received. This gave the committee no opportunity to comment on proposed program reductions.

Community proposals

2.9. The committee received five written submissions from community organisations. Representatives of all five organisations appeared before the committee at a public hearing. In addition, a representative of the CPSU appeared at the public hearing but did not make a written submission. Below is a summary of the issues raised by the community organisations.

Canberra Police and Citizens Youth Clubs Inc (CPCYC)

2.10. The CPCYC is a registered charitable organisation that provides a wide range of activities within a positive caring environment, designed to promote good citizenship for the ACT community in general and for youth-at-risk and the disadvantaged in particular.

2.11. The CPYCC sought funding for the purchase of two 12-seater buses (cost $40,000 each) and signage on buses to promote the CPYCC (cost $7,000)

Conflict Resolution Service

2.12. The Conflict Resolution Service sought $50,000 in funding for the Healthy Neighbourhood Project to assist the community to prevent and resolve neighbourhood disputes.

2.13. The proposal involves improving collaboration between agencies responding to neighbourhood disputes, community education, and publication of hard copy educational material.

ACTCOSS

2.14. ACTCOSS called for funding for a consumer credit legal service. In support of this funding, ACTCOSS advised of the dramatic reduction in legal casework available to consumers having problems with credit and debt in the wake of the de-funding of Care's Consumer Credit Legal Service (CCLS) in the 2000-01 ACT Budget. ACTCOSS claimed that since the closure of the CCLS the current service delivery is around 20% of that prior to the closure of the CCLS.

2.15. ACTCOSS also sought sufficient levels of funding for community policing. ACTCOSS asked for funding to be provided to ensure that police working on sexual assault cases are given adequate training. ACTCOSS also highlighted the importance of cultural awareness training and recruitment of police from culturally diverse and indigenous backgrounds.

2.16. The Government's decision to place an emphasis on reducing recidivism as a crime prevention measure was welcomed by ACTCOSS.

2.17. As they have done in many previous submissions, ACTCOSS again identified the need for an overarching corrections policy framework to ensure that best practice, rehabilitative policy is at the core of ACT Corrective Services decision making. In their view the framework should have clear policy statements on women prisoners, health and education services, post-release services and an overarching philosophy of corrections including a crime prevention policy.

2.18. The construction of an adequate remand centre was identified as a high priority by ACTCOSS and they called for funding to be allocated in the 2001-2002 budget. ACTCOSS noted that currently the culture of Belconnen Remand Centre is far from supportive or constructive and identified the need for more drug and alcohol and counselling services and a more rehabilitative culture in the centre.

2.19. ACTCOSS sought funding for community consultation and input into the new remand centre.

2.20. In ACTCOSS's view, there should be separate funding pools for health and education services for the new prison and for the existing remand centre.

2.21. ACTCOSS suggested that the proposed women's correctional facility should be a completely separate facility to men and unless such a facility was provided, the welfare of women prisoners would be better served in NSW prisons than in the proposed ACT prison. ACTCOSS proposed that some funds earmarked for the ACT Prison Project be allocated to construct a facility for women prisoners based on a residential model, completely separate to the men's prison. ACTCOSS also sought funding for a women's prison policy unit.

2.22. ACTCOSS called for resources for prisoners' families to help them visit their relatives in NSW prisons.

2.23. According to ACTCOSS, additional funds should be provided to better train, manage and remunerate staff at the Belconnen Remand Centre as part of a strategy to develop a greater rehabilitative culture.

2.24. ACTCOSS also identified a compelling case for the allocation of funding for the development (through public consultation and input) of a policy discussion and options paper on alternatives to sentencing.

2.25. In the area of legal services, ACTCOSS recommended resources to research the best model for delivery of legal services to young people in the ACT, and supported the need for a dedicated youth legal service staffed by experienced lawyers.

2.26. ACTCOSS also called for continued funding for the Illicit Drug Reporting System.

2.27. ACTCOSS could not identify any area of Government services which could be reduced to provide funding for new initiatives.[5]

Youth Coalition of the ACT

2.28. Like ACTCOSS, the Youth Coalition highlighted the lack of appropriate legal services available to young people in the ACT. They informed the committee that though specialist youth legal services exist in other states

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[5] Committee members asked ACTCOSS representatives if they could identify areas for funding cuts at the public hearing on 14 March 2001.

there are no such services in the ACT. The Youth Coalition called for funding to research a model which would best meet the legal needs of young people in the ACT.

2.29. The Youth Coalition called for the Government to investigate and implement best practice models of early intervention as part of a comprehensive crime prevention strategy. The Coalition drew attention to studies which show many factors associated with young offending become apparent very early in life and should be targeted at this stage. For example programs aimed at supporting high-risk families, pre-school enrichment and remedial education programs.

2.30. The Youth Coalition sought additional funding for prevention and early intervention programs to reduce the numbers of young people in custody. In particular, they supported programs based on a sport and recreation activity framework, and those which include outreach, transport assistance and long-term support and mentoring.

2.31. The Youth Coalition also supported a continued emphasis on community policing with police to receive adequate training in youth issues, youth service availability and cultural awareness in relation to indigenous youth and young people from non-English-speaking backgrounds.

2.32. While acknowledging the success of diversionary conferencing for young offenders in relation to petty crime, the Youth Coalition identified the need for further programs to work with young people who may have more entrenched anti-social behaviours. The Youth Coalition called for the Government to commit additional resources to the development and provision of appropriate alternative sentencing options available to ACT magistrates, particularly for indigenous young people, who are 19 times more likely to be in a juvenile correctional facility in the ACT than a non-indigenous person. The Youth Coalition called for consultation on alternative sentencing options to include young people and the indigenous community

2.33. According to the Youth Coalition the Government should provide counsellors and teachers in schools with training and support to assist in the identification and management of young people ‘at risk’ in the education system.

2.34. The Youth Coalition also called for an independent review of the Youth Justice Community Unit and suggested that the Unit be relocated away from Quamby and that it place more emphasis on outreach.

2.35. The establishment of the Young Sex Offender’s program was welcomed by the Youth Coalition but they urged the Government to invest in similar therapeutic interventions for all young offenders (eg violent offenders, repeat offenders, young offenders with drug and alcohol issues etc). The NSW Intensive Programs Unit of the NSW Department of Juvenile Justice was cited as a good model for the ACT. This Unit assess young offenders in detention centres for early release based on their willingness to address their offending behaviours and be engaged in an appropriate program. The Unit provides intensive post-release support and the capacity to undertake family work.

2.36. The Youth Coalition also called on the Government to commit greater resources to the investigation and implementation of best practice post-release models for young people exiting Quamby.

Community and Public Sector Union (CPSU)

2.37. When appearing before the committee at a public hearing, the Assistant Branch Secretary of the CPSU identified the following problems at Belconnen Remand Centre[6]:

- severe overcrowding which leads to more lockdowns, limited access to phone calls and visitors, and higher stress levels amongst custodial officers and detainees with a potential for more violence;

- greater stress in the centre impacts on occupational health and safety of both detainees and custodial officers and on duty of care for managers; and

- too many contract staff with about half the staff on contract and the other half permanent officers (contract staff generally have less training and experience than other staff and are less available for overtime).

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[6] The committee received a written Government response to some of the comments raised by the CPSU. Unfortunately it was not received in time for the committee to incorporate the details in this report. Briefly, the response stated:

- while the number of detainees is high there has been no commensurate increase in the number of reported incidents and there has been a decrease in staff absences;

- there has been a trend away from permanent employment (the department has not employed any permanent staff since 1997 and the ratio of contractual to permanent staff is 1:1) but this is driven by need for flexibility to hire and fire not because of a desire to avoid redundancy payouts;

- contract staff have good levels of training and are subject to pre-employment checks and testing.

2.38. On a positive note, the CPSU noted that staff were very pleased with the appointment of the new superintendent and this has helped keep morale reasonably good.

2.39. The CPSU called on the Government to consult with Belconnen Remand Centre staff and management in identifying options to address the remand centre overcrowding between now and when the new remand centre opens. According to the CPSU BRC staff have good ideas for solutions based on their experience working in remand.

2.40. The CPSU supports the allocation for funding for a new control desk and a new security panel.

2.41. The Belconnen Remand Centre, according to the CPSU, also needs more drug and alcohol counselling, more grief and loss counselling and improved detoxification services.

United Firefighters Union (UFU)

2.42. The UFU told the committee they were very happy with the budget allocation for fire services as it enables long overdue recruitment to address critical staff shortages.[7]

2.43. The UFU, did, however, express serious concern that the design for the Woden JESC did not meet the needs of firefighters. According to the UFU, some areas are located too far away from the fire trucks and this will lead to a increase in response times. The UFU felt their concerns had not been adequately responded to by management.

2.44. While acknowledging that it may be too late for the Woden JESC design to be changed, the UFU argued that those responsible for designing future JESCs (such as Belconnen) should ensure firefighters are properly consulted at the early stages of the design phase.

[7] Uncorrected Proof Transcript, 14 March 2001, p74.

3. Committee Views

3.1. The committee has decided make three categories of recommendations in relation to the 2001-2002 draft budget.

3.2. The first category includes specific funding recommendations. The second category includes priority areas for spending any additional funds which may become available between the reporting date and finalisation of the budget. The third category includes recommendations which probably do not involve additional costs to Government but seek changes in policy prioritisation and implementation.

Specific funding recommendations

3.3. Written submissions from the community did not include any suggestions of areas from which funding could be cut.

3.4. ACTCOSS and the Youth Coalition explained in their submissions that they did not have the expertise or research capacity to identify revenue sources.

3.5. The committees' consideration of the Government's proposed spending initiatives was limited by the lack of detail provided on many of the initiatives.

3.6. Without access to more detailed information about the Government's proposed initiatives and the success or otherwise of previous Government initiatives, the committee was unable to identify any additional funding sources from current budget allocations.

3.7. Therefore the committee was confined to recommending additional expenditure from the $555,000 made available as part of the additional $4.6 million from the Commonwealth Grants Commission.

3.8. In the committee's view, the $555,000 should be allocated as follows:

- **$100,000 for the Police and Citizens Youth Club buses (including advertising) (one year only);**

  The CPCYC proposal fulfils many of the conditions described by the Youth Coalition in their submission - for example it is based on sport and recreation, it includes transport and caters for young people not necessarily involved in the criminal justice system. It is also consistent with the committee's strong support for early intervention initiatives.

- **$50,000 for the Conflict Resolution Service (one year only);**

The Conflict Resolution Service proposal has merit as a low cost preventative measure (prevents neighbourhood disputes some of which may have escalated and led to higher costs for later-stage legal interventions). The Service has also established a good reputation with its work in Tuggeranong. The committee notes that the funding for this service could also come from the Education or the Community Services portfolios.

- **$10,000 for research/consultation to identify a model for youth-specific legal services (one year only);**

Both ACTCOSS and the Youth Coalition put forward good arguments for improved legal services for young people and community-based research could identify an appropriate model.

- **Additional $20,000 for Prisoners Aid to assist families visit prisoners in NSW prisons (ongoing);**

The committee received evidence from Prisoners Aid in its inquiry into the establishment of an ACT prison that families need more financial assistance to provide support for their loved ones incarcerated in NSW prisons. Currently Prisoners Aid receives a grant of about $16,000 to assist families visit prisoners but this covers only a small number of families for limited numbers of visits. It is well known that family support provides a crucial influence in helping the rehabilitation of offenders. ACTCOSS has again identified this need in its submission to this inquiry. This initiative is supported by the committee as it will assist in the rehabilitation of prisoners while the ACT is the process of building a new local prison. This funding allocation could be reviewed when the new ACT prison is finalised.

- **$50,000 additional funding for the Law Reform Commission (for on-the-ground research staff)-(ongoing);**

Although the Law Reform Commission received $50,000 in the ‘draft budget’, the committee understands this money will be used to cover remuneration increases for Commissioners rather than funding on-the-ground researchers. The committee believes the Commission needs research staff if it is to complete its work program in a timely manner and therefore supports an additional $50,000 being directed to the Commission for the hiring of either contract or staff researchers.

- **funding towards meeting specialist client needs in corrections (ongoing);**

The Department of Justice and Community Safety identified the need for additional funding of $0.378m to meet specialist needs in corrections but this funding was not forthcoming in the draft budget. The committee supports the allocation of this funding for: the appointment of designated indigenous officers in the parole and policy sections of the department; the appointment of an indigenous liaison officer and a Vietnamese liaison officer at Belconnen Remand Centre; and the appointment of a women's policy officer in the department. (See Appendix E for the arguments supporting this funding) The provision of this additional support should also assist in addressing some of the problems highlighted by the CPSU in its representations to this inquiry.

- **additional funding to support police in building relationships with the community (eg through school liaison work and more beat police);**

Both ACTCOSS and the Youth Coalition have called for funding for police to build better relationships with the community, particularly with young people. The community suggests that this could be achieved through the provision of additional funding to the AFP to provide for more police officers to engage in school liaison work. The expansion of the beat police program would also assist in building better relationships between the police and the general community.

- **funding for community education in Cardiac Pulmonary Resuscitation (CPR) and early access to emergency services.**

The committee also supports the Government initiative to fund community education CPR. This initiative was put forward by the department in the budget process but not included in the draft budget. During a briefing officials advised the committee that an investment of a relatively small amount of money could result in 25% of the population being educated in CPR.[8]

Recommendation 3

[8] Uncorrected Proof Transcript, 9 March 2001, p3. (briefing by Government officials)

3.9. The committee recommends that the $555,000 additional funding made available from the Commonwealth Grants Commission should be allocated as follows:

<u>One-off funding for 2001-2001</u>

- **$100,000 for the Police and Citizens Youth Club buses (including advertising);**

- **$50,000 for the Conflict Resolution Service;**

- **$10,000 for research/consultation to identify a model for youth-specific legal services;**

<u>Recurrent funding</u>

- **$20,000 additional funding for Prisoners Aid to assist families visit prisoners in NSW prisons;**

- **$50,000 additional funding for the Law Reform Commission (for on-the-ground research staff);**

- **funding towards meeting specialist client needs in corrections;**

- **additional funding to support police in building relationships with the community (eg through school liaison work and more beat police); and**

- **funding for community education in Cardiac Pulmonary Resuscitation (CPR) and early access to emergency services.**

General funding priorities

3.10. The committee has also decided to put forward its funding priorities should additional funding become available to the Government between now and when the budget is finalised. Last year around $8million became available for justice and community safety initiatives between the draft budget stage and the final budget.

3.11. If additional funds become available they should be allocated to:

- addressing the crisis at Belconnen Remand Centre with the employment of additional permanent staff, improved drug and alcohol services (including education, and detoxification) and moving some detainees into alternative accommodation (after consulting closely with BRC staff and management about the viability of different options);

- funding for additional staff at Belconnen Remand Centre to raise the staff/detainee ratio to cater for an average of 62 detainees, noting that the funding in the 'draft budget' is based on 52 detainees;

- allocating funding in the capital works program for the construction of the prison/remand centre which is expected to start towards of the end of the 2001-02 financial year;

- developing and funding new diversionary programs and alternative sentencing options for young offenders and young people at risk of offending;

- funding therapeutic programs at Quamby and for youth on community orders similar to the sex offender program (eg targetting problems such as drug and alcohol addictions and violent offenders etc) ;

- early intervention directed at very young children and babies at risk of becoming offenders later in life (eg family support and enrichment etc);and

- capital works allocation for the construction of the Quamby gymnasium and a new reception centre during 2001-02.

3.12. The committee wishes to emphasise its particular support for any Government plans to develop diversionary programs for young people at risk of offending (mentioned above). Both ACTCOSS and the Youth Coalition have identified the need for new projects to divert at-risk young people away from the criminal justice system. The committee suggests the Government investigate (through research and consultation) the development of a farm-based diversionary program which targets these young people. The concept the committee has in mind is a farm with a few youth workers employed to mentor and provide intensive support and a wide range of activities to young people, some whom could live there for months at a time. The involvement of a few specially selected police in this project could be considered.

3.13. The committee would like to see young people at risk having the opportunity to take a three month break from their normal life to experience mentoring, support, learning new skills and being challenged physically in a rural environment. This type of project would target young people not yet at Quamby but in danger of going to Quamby without some intervention.

3.14. The committee would expect the Government to consult with the Youth Coalition and Children's Magistrate Madden to devise the project details and funding requirements.

Recommendation 4

3.15. The committee recommends that if additional funding becomes available beyond the $555,000 it should be allocated to: addressing the crisis at Belconnen Remand Centre (including the funding for more staff); capital works allocation for the construction of the prison, the Quamby gymnasium and Quamby reception centre; diversionary programs for youth at risk, therapeutic projects for young offenders and early intervention in disadvantaged families.

General comments on policy, budget initiatives and implementation of previous allocations

3.16. The committee makes a few general comments about the 'draft budget'.

3.17. The committee notes community approval for crime prevention initiatives, particularly those which address recidivism through early intervention, support for funding for the Belconnen Remand Centre and support for the funding allocated to firefighters.

3.18. The allocation of $128,000 for drug and alcohol services at Belconnen Remand Centre is particularly welcome and it is assumed this will ensure the early employment of a drug and alcohol counsellor.

3.19. It is noted that two budget initiatives- 'Statutory Office Holders' ($180,000) and Surrogacy Inquiry' ($50,000) are actually not 'new' initiatives and should not be portrayed as such. They are merely salary increases which the Government is obliged to pay.

Slow implementation of 2000-01 initiatives

3.20. The committee welcomes the emphasis on early intervention and crime prevention in the Government's initiatives but is concerned that some of the 2000-01 budget allocations for early intervention and crime prevention initiatives have not been totally spent due to late initiation of programs. The 'first year' budget should more accurately describe the commencement date for new programs. While new initiatives will lose time devoted to planning and establishment in the first year, some of these projects seem to have wasted time and therefore potentially forfeited funding allocations. It is noted that none of new initiatives flagged for 2000-01 commenced on 1 July despite the full year budget allocation.

3.21. For example, the Intensive Youth Support Scheme, allocated $130,000 last year has only spent $32,000 to date. Three of the four staff positions have yet to be filled and only nine clients are in the scheme instead of the expected twenty-four. The Indigenous Supported Accommodation Scheme has only spent $13,300 out of a total $185,000 allocated for the year. The scheme is yet to choose suitable housing or to assist any indigenous youth into supported accommodation. The Young Sex Offender Program, allocated $200,000 in 2000-01, has only spent $46,200 to date and only employed one staff member on a temporary basis. This program is 'currently in the process of fitting out premises in the ACT' and apparently has not yet assisted any young sex offenders. (see Appendix D for more details)

Recommendation 5

3.22. The committee recommends that the Department of Justice and Community Safety ensure that priority is given to implementing crime prevention and early intervention projects and that these are managed to take full advantage of funding allocations.

Capital works expenditure

3.23. The omission of a capital works funding allocation to (i) address the crisis at the Belconnen Remand Centre - which recently experienced the highest ever number of detainees - and (ii) to fund the construction of the new prison/remand centre is extraordinary. These are clearly projects which will require funding during the financial year either as capital works expenditure (for a publicly financed prison/remand centre) or as loan repayments (for a privately financed BOOT prison/remand centre).

3.24. The committee was also disappointed that no capital works funding was allocated for the construction of a gymnasium at Quamby and for a new reception centre at Quamby.

3.25. The gymnasium complex was part of the original design of Quamby. It was deferred in 1993 and funding has not been forthcoming since. The need for this gymnasium and reception centre has been identified by a number of experts over the years, including the previous Official Visitor.

3.26. As the committee has previously reported, a Youth Justice Services paper *A Discussion Paper on Operational Safety and Security in Quamby Youth Detention Centre* (March 2000) stated 'the lack of gymnasium and associated building space, as originally planned, has emerged as an impediment to the efficient functioning of the centre.'

3.27. A small amount of funding was allocated for a feasibility study in the draft 2001-02 budget and the committee was told this study could be completed within three months. The committee is concerned that if the study recommends the gymnasium be built, there is no funding available to allow this to happen.

3.28. The construction of this gymnasium and reception centre should be considered a high priority for the expenditure of any additional funds which become available before the budget is finalised.

3.29. The committee also notes in the Government's Capital Works Program (Appendix C), the timing of the forward design for the Belconnen JESC is dependent on the forward design for the JESC training facility and vice versa. This appears to be a recipe for doing nothing.

Strategic planning in corrective services

3.30. ACTCOSS, in its submission, called for a strategic framework for corrections policy. ACTCOSS has made the same call in numerous submissions over the past few years and this committee has reflected this in a number of recommendations.

3.31. The ACT Government continues to defend its approach to corrections strategic planning and does not acknowledge the validity of concerns raised by ACTCOSS.[9]

3.32. As recently as December 2000, the Chief Minister announced the construction of the new remand centre would be fast-tracked. In light of this announcement the committee was surprised to note no funding had been allocated in the budget for this fast-tracking. In response to questioning in

[9] In response to a question on notice from Ms Tucker, the Government advised that 'ACT Corrective Services' (ACTCS) overarching strategic policy is covered in its Strategic Plan 2001-02' and that 'ACTCS also has a network of polices and procedures for each operational area.'

mid-March, the Minister for Health, Housing and Community Services told the committee that fast-tracking may not happen now as it would impose a significant additional cost and he was awaiting advice on remand options from the consultants, Rengain.

3.33. The committee believes that the Government has been well aware of the ‘crisis’ in Belconnen Remand Centre for some time but has not addressed this problem through well thought out strategic planning. Now it seems Rengain consultants are expected to resolve the problem urgently.

3.34. The committee again puts the view, in line with ACTCOSS, that it would like to see the Government develop a strategic framework for corrections policy. This should include policies on: women prisoners/offenders, indigenous, transgender and non-English speaking offenders; alternative sentencing; early intervention; education and labour market policies; drugs and alcohol and other health issues; community access and involvement; post-release services; sentencing options including home detention; crime prevention policies; and a statement of the broad philosophical approach. An example of this type of policy document is the Government drug policy *From Harm to Hope.*

Paul Osborne MLA

Chair

22 March 2001

Appendix A

Submissions

1. Canberra Police and Citizens Youth Club
2. Conflict Resolution Service
3. ACTCOSS
4. Youth Coalition of the ACT
5. United Firefighters Union

Public hearing

Organisation	**Representatives**
CPSU	Susan Carcary
ACTCOSS	Daniel Stubbs
United Firefighters Union	Conrad Barr Michael Cochran
Canberra Police and Citizens Youth Club	Bob Chittenden
Conflict Resolution Service	Catherine Blunt
Youth Coalition of the ACT	Susan Pellegrino Meredith Hunter

Appendix B –Government Draft Budget Initiatives

Summary of Financial Impact

	2001-02 Budget $'000	2002-03 Estimate $'000	2003-04 Estimate $'000	2004-05 Estimate $'000
Expenses				
Family Violence Intervention Program	537	549	561	573
Crime Prevention Initiative 1 - Introduction of Home Detention	354	355	362	368
Crime Prevention Initiative 2 - Management of Interstate Custodial Clients	545	573	601	630
Crime Prevention Initiative 3 – Better Managing the Belconnen Remand Centre	349	353	358	363
Police Ombudsman	90	90	90	90
Statutory Office Holders	180	180	180	180
Surrogacy Inquiry - ACT Law Reform Commission	50	50	50	50
Government Solicitor's Office	250	250	250	250
Volunteer Support in Bushfire and Emergency Services	90	92	94	96
IT - Court Support Systems and Service Level Agreement Fees	245	96	98	99
Crime Prevention Initiative 4 – Intervention Programs to Reduce Recidivism	1 484	1 544	1 538	1 567

Provision of Additional Ambulance Paramedics	1 057	1 024	1 040	1 055
Public Access to Legislation	319	323	328	333
ACT Appellate Court	163	167	171	176
Maintenance of Fire Brigade Capabilities	851	927	962	962
Increase/(Decrease) in Expenses	**6 564**	**6 573**	**6 683**	**6 792**
Net Impact on Operating Result	**(6 564)**	**(6 573)**	**(6 683)**	**(6 792)**
Capital Injection				
IT - Court Support Systems and Service Level Agreement Fees	180	0	0	0
Increase/(Decrease) in Capital Injection	**180**	**0**	**0**	**0**

Initiative Descriptions

Family Violence Intervention Program	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	537	549	561	573

This provides for a coordinated and strategic approach to managing family violence in the ACT. This program has been developed through two pilot phases since 1998. It has resulted in changes to the management of family violence incidents, including a strongly interventionist police response, the creation of a specialised family violence prosecutor and the establishment of the perpetrator education program with fast tracking through the DPP, Courts and other agencies.

Crime Prevention Initiative 1 - Introduction of Home Detention	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	354	355	362	368

This will establish home detention as a viable sentencing option available to the ACT Courts. The program will have the benefits of introducing new technology, having a positive effect on rehabilitative outcomes and could lead to less costly sentencing options.

Crime Prevention Initiative 2 - Management of Interstate Custodial Clients	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	545	573	601	630

This funding will provide for the management of adults and juveniles held in NSW custody on ACT court orders. The program is divided into two streams; young offenders sentenced in the ACT to NSW juvenile justice custodial institutions; and NSW Corrective Services, which is used for temporarily holding remanded detainees unable to be accommodated in the ACT.

Crime Prevention Initiative 3 – Better Managing the Belconnen Remand Centre	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	349	353	358	363

Additional custodial staff are required to manage the accommodation extensions recently completed at the Belconnen Remand Centre. The additional staff will provide the security required for expanded detention areas, which are essential in meeting the additional capacity of the centre.

Police Ombudsman	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	90	90	90	90

The Commonwealth Ombudsman has requested additional funding to meet the level of service provided by the Commonwealth for the ACT policing complaints role under the *Complaints (Australian Federal Police) Act 1981*.

Statutory Office Holders	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	180	180	180	180

Determinations by the ACT Remuneration Tribunal and Commonwealth Remuneration Tribunal in January 2001 and October 2000 respectively, require additional funds for Statutory Office Holders salary increases.

Surrogacy Inquiry - ACT Law Reform Commission	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	50	50	50	50

This initiative supports additional remuneration for the Commission members and additional research support, particularly in relation to its Surrogacy Inquiry.

Government Solicitor's Office	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	250	250	250	250

This initiative responds to increased workload demands in the Government Solicitor's Office (GSO). The funding will enable the GSO to continue to provide high quality and timely legal advice that includes changes to handling claims, increased litigation workload, increased complexity of property and commercial matters and periodic increases in urgent work.

Volunteer Support for Bushfire and Emergency Services	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	90	92	94	96

This initiative will establish support for the recruitment and retention of volunteers in the ACT Bushfire Service and ACT Emergency Service. The program aims to provide innovative approaches to ensure that appropriate training and skills development are provided and maintained.

IT - Court Support Systems and Service Level Agreement Fees	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	245	96	98	99
Capital Injection	180	0	0	0

This initiative allows for a refocus on information systems and technology and a move to a more modern environment. This will include developing courtroom technology with both audio and video systems in the courtroom.

A feature of the new technology will be the capability for the electronic presentation of evidence and electronic management of case information for exhibits and remote witness recording. A new IT strategic plan has now been developed and this funding will allow ACT Courts to achieve the efficiencies and provide the services expected of modern Courts.

Crime Prevention Initiative 4 – Intervention Programs to Reduce Recidivism	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	1 484	1 544	1 538	1 567

This initiative aims to reduce risk factors and to strengthen positive attributes for individuals that have an impact on crime prevention and social and economic circumstances. The programs proposed are designed to reduce recidivism by assisting detainees and offenders to address offending behaviour.

Programs include programs for custodial facilities ($80,000); alcohol and drug services at Belconnen Remand Centre ($128,000); interventions for adult offenders on community based orders ($521,929); risk management offenders on community based orders ($322,450); Youth Justice community service orders ($65,000); and supported accommodation for non-indigenous young offenders ($350,000).

Provision of Additional Ambulance Paramedics	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	1 057	1 024	1 040	1 055

This initiative will allow for additional ambulance paramedics to meet the demands of life threatening emergencies where a positive outcome for patients is critical. The program aims to maintain the current standards of emergency ambulance service response in the ACT, in response to population growth and movement.

Public Access to Legislation	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	319	323	328	333

This initiative supports the establishment of a computer based register of Territory legislation (the *Legislation Register*) and to make it accessible, without charge, on one or more Internet web sites. This initiative will advance the provision of on line Government services to the public, and address delays and costs in making up-to-date legislation available.

ACT Appellate Court	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	163	167	171	176

This initiative will support the establishment an of Appellate Court. This will eliminate the problem of the ACT being the only jurisdiction in Australia not to control the process of appeals from its Supreme Court.

Maintenance of Fire Brigade Capabilities	2001-02 $'000	2002-03 $'000	2003-04 $'000	2004-05 $'000
Expenses	851	927	962	962

This funding supports the maintenance of the current standards of fire service response to all areas of Canberra. In particular the initiative provides additional funding for a revised organisational structure, recruitment, a range of occupational health and safety issues and training and staff development.

APPENDIX C–GOVERNMENT DRAFT CAPITAL WORKS PROGRAM

Summary of Financial Impact

	Estimated Total Cost $'000	2001-02 Financing $'000	2002-03 Financing $'000	2003-04 Financing $'000	Estimated Completion Date
Legal and Justice Services					
Quamby Youth Detention Facility Improvement Program	80	80	0	0	Jan 2002
Minor New Works – Legal and Justice Services	200	200	0	0	June 2002
	280	*280*	*0*	*0*	
Emergency Services					
Belconnen Joint Emergency Services Centre	350	350	0	0	June 2002
Joint Emergency Services Training Centre	460	460	0	0	June 2002
Joint Emergency Services Centre - West Belconnen	801	300	501	0	June 2003
Minor New Works – Emergency Services	400	400	0	0	June 2002
	2 011	*1 510*	*501*	*0*	
Police					
Minor New Works - Police	200	200	0	0	June 2002
	200	*200*	*0*	*0*	
Total New Capital Works	**2 491**	**1 990**	**501**	**0**	

Justice and Legal Services

- *Feasibility Study - Quamby Detention Facility Improvement Program ($0.080m)*

A study to identify improvements to the facility that are required to enable Youth Justice Services to provide a detention service that meets the standards required by Government. Includes the provision of a dedicated induction / assessment unit and gymnasium / sports hall for the Youth Detention Centre.

- *Minor New Works – Justice and Legal Services ($0.200m)*

The minor new works projects for Justice and Legal Services aim to improve facilities and the Quamby Detention Centre and continue the Government's accommodation strategy target of 15sqm per staff.

Emergency Services

- *Forward Design - Belconnen Joint Emergency Services Centre ($0.350m)*

Continuation of the Government's initiative to develop Joint Emergency Service Centres (JESC) in appropriate locations throughout Canberra. This project provides the opportunity to identify further synergy between the respective services and possible commercial opportunities. Timing of this project is dictated by the Training Facility. Total estimated construction component of this project is $6.7m.

- *Forward Design - Joint Emergency Services Training Facility ($0.460m)*

This project is also a continuation of the Government's initiative to develop Joint Emergency Service Centres (JESC) in appropriate locations throughout Canberra. Timing of this project is dictated by the Belconnen JESC project. This facility is crucial for the ongoing training of all emergency services operational staff. Total estimated construction component of this project is $3.0m.

- *Joint Emergency Services Centre – Charnwood ($0.801m)*

Provides for the upgrade of the West Belconnen Fire Station and the construction of Ambulance Station facilities to develop a joint emergency services centre (Charnwood JESC). Upgrade works include improved amenities for staff, extended vehicle capacity, additional storage, and general upgrade of grounds and facade. Extensions to accommodate the immediate needs of the ACT Ambulance Service are also included.

- *Minor New Works – Emergency Services ($0.400m)*

The provision of a range of minor new works projects, each individually costed up to $250,000, within Emergency Services to address issues such as:

- improvements at fire and ambulance stations;
- provision of an automatic turnout system; and
- fitout of the Emergency Services Bureau headquarters.

Police

- *Minor new works - improvements to police stations ($0.200m)*

A review of the building from which the AFP operates has identified the need for an uninterrupted power supply at Tuggeranong Police Station ($0.183m) and for improvements to the Belconnen Operations Centre ($0.017m).

APPENDIX D-INFORMATION REQUESTED BY THE COMMITTEE CHAIR

Department of Justice and Community Safety

Statement of Revenues and Expenses on behalf of the Territory

	2000-01 Budget $'000	2000-01 Estimated Outcome $'000	2001-02 Forward Estimate $'000	2001-02 Draft Budget $'000	Variation Draft Bud Forward Estimate $'000	Variation Draft Bud Forward Estimate %
Revenue						
Payment for Expenses on behalf of Territory	79,214	72,691	79,423	73,143	(6,280)	-8%
Taxes Fees and Fines	14,187	14,187	14,490	14,490	0	
Grants from the Commonwealth	3,039	3,039	3,071	3,071	0	
Other Revenue	102	102	102	102	0	
Total Revenue	96,542	90,019	97,086	90,806	(6,280)	-6%
Expenses						
Administrative Expenses	67,755	67,755	67,805	68,051	246	
Depreciation	632	632	632	637	5	1%
Grants and Purchased Services	4,936	4,936	5,092	5,092	0	
Transfer Expenses	23,851	17,328	24,189	17,663	(6,526)	-27%
Total Expenses	97,174	90,651	97,718	91,443	(6,275)	-6%
Operating Result	(632)	(632)	(632)	(637)	(5)	1%

Note

2000-01 Budget : Budget Estimates 2000-2001 - Budget Paper No.4 at page 212
2000-01 Estimated Outcome
2001-02 Forward Estimate : Budget Estimates 2000-2001 - Budget Paper No.4 at page 212
2000-01 Draft Budget

Office of the Public Trustee Community Service Obligations	2000-2001 ($'000)	2001-2002 ($'000)	2002-2003 ($'000)	2003-2004 ($'000)
Expenditure	**199**	**203**	**211**	**216**

Explanation

Funding for Community Service Obligations (CSO) undertaken by the Office of the Public Trustee has been increased.

This initiative provides funding for three additional CSO's – the examination of external management accounts; deceased estates under $100,000; and Trusts (including children) under $100,000, and additional funding for existing CSO's.

(1) Expenditure to date

As at 28 February 2001 64% or $128,000, of the funds available has been received and fully expended. The funds provided by government subsidise the full cost of providing the additional community service obligations.

(2) Progress to date in the implementation of the additional CSO's

The funding increase was approved following a review undertaken by the Departments of Treasury and Infrastructure and Justice and Community Safety of the community service obligations currently undertaken by the PTO. The review considered the submissions put forward to increase the funding to include the additional lower value work as community service obligations.

The administration of the work for which the funding refers has always been a priority undertaken by the PTO but has become increasingly subsidised by revenue raised from fees and commissions from higher value cases.

The increase in funding recognises the community value of the work undertaken in accordance with the definition of CSO's and provides a subsidy for the difference between minimal fees charged and the actual costs incurred on the avoidable costs method.

A time and activity recording system was introduced in December 2000 to enable trust officers to record all CSO work undertaken. It is anticipated that in the future this system will show the actual cost of services provided ensuring that the ACT Government and the community is receiving value for the funds provided.

- Examination of external management accounts

Under the Guardianship and Management of Property Act 1991, external financial managers appointed by the tribunal are usually family or friends of the represented person. They undertake as a part of this role to present to the Public trustee annually details of how the income and expenditure has been managed on behalf of the represented person. Many managers find this process difficult, intrusive and object strongly to having to pay a minimal reporting fee of $54.00. This fee is exempt from GST. The fee is waived where it is deemed to cause hardship and reduced for families who have more than one adult under management orders. We endeavour to examine 210 accounts annually. To date 208 accounts have been examined.

- Deceased estates under $100,000

Under the fees and commissions determination of the Public Trustee a minimum charge of $700 (inc GST) is charged for the administration of a low value estate. This fee is often significantly reduced or waived in cases of hardship. All estates with a value of $100,000 or less are now defined as CSO's. The costs of administration of such estates can be time consuming and complex where there is no will or the deceased died intestate. We undertake to complete the administration of 70 low value estate annually. Low value estates completed to date number 29. 39 low value estates remain under administration. Estate administration is market driven.

- Trusts (including children) under $100,000

Under the fees and commissions determination of the Public Trustee charges a once only fee of 1.1% (inc GST) of the value of the trust as the full administration fee at the commencement of the trust.

CSO trusts range in value from $500 to $100,000. Trusts remain under administration until the beneficiary reaches majority and is able to provide adequate discharge. We anticipated 529 CSO trusts under administration this financial year. Currently there are 572 CSO trusts under administration.

The PTO is appointed as trustee through court awards from both the Magistrates and Supreme Courts.

- Additional funding for existing CSO's

The review increased the annual CSO funding figure of $182,000 by the increased amount of $199,000 making a total of $381,000 in recognition of the existing CSO's and those listed above.

Crime Prevention	**2000-2001 ($'000)**	**2001-2002 ($'000)**	**2002-2003 ($'000)**	**2003-2004 ($'000)**
Expenditure	**1,292**	**1,292**	**1,292**	**1,292**

Explanation

This initiative provides for the creation of a crime prevention incentive program that enables the Government to lead partnerships with industry, particularly the insurance industry, and to facilitate target hardening of homes and cars, with programs to be developed during the year.

The projects listed under this budget item were approved on 12 December 2000. Consequently, most of the projects are still in their developmental stages. Lead agencies are listed below, but wherever possible ACT Policing and DJACS are working closely together, and involving relevant government, community and private sector groups.

An Aware Community is a Safe Community: $498,382

Project description	Lead Agency	Budget Expenditure to Date	Progress
1. Establish an interactive crime prevention webpage	ACT Policing	34,000	Consultations have commenced with AFP National and a proposed layout is being developed.
2. Free CD-Rom available to households for logging property identifiers	ACT Policing	30,000	Still in the planning stages. Consultations with the States about how they established their CD Rom for households are ongoing.
3. Crime – What can I do? - Communications material - drink coasters, brochures, posters etc advising of crime risks and prevention strategies	ACT Policing	210,000	Still in the planning stages. Consultations with the States about how they established their CD Rom for households are ongoing.
4. Crime prevention roadshows – professional displays for shopping centres and Canberra Show etc	ACT Policing	37,000	

5. Crime prevention bus to visit local neighbourhoods and crime hot-spots- Answers where you live	ACT Policing	92,000	
6. Promote engine immobilisers as major anti-theft device for older cars	DJACS DUS ACT Policing	40,000 *Nil*	The National Motor Vehicle Theft Reduction Council launches *Immobilise Now* in ACT on 8 March. Budget funding will be used for a second run of promotion commencing later in May – June, after NMVTRC's first run. Brochures will be targeted at all owners of m/vvs over 10 years of age
7. Continue research into the stolen property market	DJACS	50,000 *Nil*	Management committee has agreed to focus on stolen goods market in Canberra. Agreement forthcoming from ACT Policing and ACT Corrections for access to data and offenders respectively. Expressions of Interest have been drafted and are about to be put out to experienced criminologists in ACT region
8. Promote an adult-learning crime prevention program	DJACS	4,000	Negotiations continuing with the Commonwealth for the release of the learning kit – copyright vested in Commonwealth who want kit revised before it is used publicly

		Nil	

Correctional Services	2000-01 ($'000)	2001-02 ($'000)	2002-03 ($'000)	2003-04 ($'000)
Expenditure	318	211	214	217

Explanation

This initiative provides for the establishment of enhanced detainee safety. There are five elements of the initiative, which will contribute to safer and more secure custodial programs, especially for young people in the ACT.

The five elements of this initiative are:

- introducing a common induction screening process across all detention centres in the ACT, to guard against self harm by detainees;

(1) Expenditure to end February:

$10,000 at this stage

(2) Progress to end February:

A Memorandum of Understanding has been negotiated between ACT Corrective Services and the Mental Health Service (MHS) whereby MHS will conduct all induction screenings. A process has been adopted for Quamby and planning has commenced for BRC and PDC.

- upgrading security and safety measures at Quamby Youth Justice Services Detention Centre;

(1) Expenditure to end February:

$110,000

(2) Progress to end February:

A new camera system was installed in Quamby and became operational in September 2000.

Room and building refurbishments, training and induction courses completed.

- introducing a unit based case management system at Quamby, to ensure the effective transfer, storage and accessibility of information concerning detainees;

(1) Expenditure to end February:

$10,000

(2) Progress to end February:

The new case management structure was introduced in September 2000.

- introducing an On-Call system at Quamby, allowing a senior manager to be available on call at all times; and

(1) Expenditure to end February:

$20,000

(2) Progress to end February:

An on call system was implemented in August 2000 and new operational positions for the control room were implemented in September 2000.

- improving Control Room procedures at Quamby, to facilitate experienced operational staff having maximum contact with young people in custody.

(1) Expenditure to end February:

$128,000

(2) Progress to end February:

New operational positions (2.5 ASO3 staff) for the control room commenced in September 2000.

ACT Prison Project	2000-01 ($'000)	2001-02 ($'000)	2002-03 ($'000)	2003-04 ($'000)
Expenditure	1,400	908	0	0

Explanation

This initiative provides for conduct of the planning and procurement process for the establishment of a prison in the ACT.

The funding proposal comprises four stages in the process :

- development of tender specifications;
- conduct of the tender process;
- negotiation of contractual arrangements; and
- final commissioning scheduled to begin in late 2001.

(1) Expenditure to end February: $498,459

(2) Progress to end February:

- The ACT Prison Project is proceeding well, particularly since the engagement in December last year of the team of consultants, Rengain Pty Ltd, to work with the ACT Corrective Services Prison Project office.

Delivery options for the project, costings, financial, ownership and operational models are being developed for consideration by the Government within the next two months. It is estimated that the project could be completed within a maximum of 30 months and possibly sooner depending upon the delivery option chosen.

The site for the correctional facility is a 200 hectare site at Symonston with Narrabundah Lane as its northern boundary.

A Preliminary Assessment in accordance with the provisions of the ACT Land (Planning and Environment) Act 1991 is underway and Purdon and Associates have been engaged for this task. The draft Preliminary Assessment should be available for submission to Planning and Land

Management by the end of April for public submissions. The Preliminary Assessment process will involve significant community consultation.

- The necessary legislation to govern the operation of a prison in the ACT is currently being developed for introduction into the Legislative Assembly within the next few months.

Intensive Youth Support Scheme	**2000-01 ($'000)**	**2001-02 ($'000)**	**2002-03 ($'000)**	**2003-04 ($'000)**
Expenditure	**130**	**130**	**130**	**130**

Explanation

This scheme will provide intensive assistance, advocacy, mentoring and support for young people with acute needs who are subject to Youth Justice supervision.

(1) Expenditure to end February: $32,000

(2) Progress to end February:

The Intensive Youth Support Program currently has 9 clients and 1.4 staff. The program is expected to reach a ceiling of about 24 clients when all four staff positions have been filled and agreed assessment criteria have been developed with referring agencies. Interviews for the 3 ASO5 positions have recently been conducted and appointments are imminent.

Indigenous Supported Accommodation	**2000-01 ($'000)**	**2001-02 ($'000)**	**2002-03 ($'000)**	**2003-04 ($'000)**
Expenditure	**185**	**185**	**185**	**185**

Explanation

This initiative provides for the identification and purchase of accommodation for indigenous clients, with the service provider having the recognised skills and experience to care for this client group. The service provider will be monitored closely to ensure compliance with agreed procedures and conditions.

(1) Expenditure to end February: $13,300

(2) Progress to end February:

There has been extensive consultation with Aboriginal Hostels in order to reach agreement on an operating model that is appropriate for the targetted client group, young indigenous offenders who have benefitted from educational and rehabilitation programs while serving custodial sentences. There has, in addition, been consultation with ACT Housing who will select a suitable premises that ACT Corrective Services will rent in order to operate the program. ACT Housing advises that volatility in the ACT housing market is limiting the selection of suitable premises. That agency advises that no suitable premises have been located to date.

Implementation and Evaluation of Sex Offender Programs	**2000-01 ($'000)**	**2001-02 ($'000)**	**2002-03 ($'000)**	**2003-04 ($'000)**
Expenditure	**200**	**200**	**200**	**200**

Explanation

This initiative provides funding for resources that are needed to address the rehabilitation needs of young sex offenders.

(1) Expenditure to end February: $46,200

(2) Progress to end February:

The Young Sex Offenders Program (YSOP) is currently in the process of fitting out premises in the ACT. Most of the furnishings have been purchased, recommendations for air conditioning, cleaning & insulation contractors have been made. Security contracts should be finalised within a few days and quotes for some minor modifications to the building, and for telephone and fax connections, should be finalised out within a week or two.

Currently only one staff member is employed on a temporary basis. Both positions should be filled for long term acting shortly after interviews on 6/3/01.

Country Town "Beat" Police Staff	**2000-01 ($'000)**	**2001-02 ($'000)**	**2002-03 ($'000)**	**2003-04 ($'000)**
Expenditure	**528**	**528**	**528**	**528**

Explanation

This initiative provides for the country town "beat" policing concept, which will provide substantial benefits to the community though increased police visibility. Six police officers will be provided to implement the concept in 2000-01.

Background

The CTBPP was developed through a consultative process arising from last year's Draft Budget Hearings. The original concept involved basing six police officers in the four existing patrols areas with the purpose of deploying beat police to targeted suburbs identified from intelligence information as experiencing specific crime problems. It was intended that beat police would be dedicated to those suburbs until identified crime problems had been resolved. The scheduled commencement for this program was 1 January 2001.

Issues

In the interim, the Government agreed to a variation on the program which involved the trial establishment of a mounted police team which had also been proposed during the Draft Budget Hearings. This decision was taken in consultation with the member of the Legislative Assembly who had originally suggested both proposals and it was determined that two police would be deployed for this purpose from the CTBPP.

The trial commenced in October 2000 well ahead of the original schedule for implementation of the CTBPP. As a result of funds being committed to this component of the program ahead of schedule, implementation of the beat police element was delayed until 16 February 2001.

The second component of the CTBPP was launched under the operational title of the Suburban Policing Initiative. The operational specification for this initiative differs from the original concept to the extent that the remaining four police will work in pairs from mobile offices which will be established in targeted suburbs with intelligence based crime briefs.

Preliminary indications are that the Police Mounted Team has been extremely successful in combating the fear of crime in suburban areas identified for patrol purposes. This has been attributable to the high visibility of these patrols and the ready access they provide to members of the public. A recent notable success occurred in the area of the Weston complex where older members of the community were feeling an increased vulnerability to crime. Feed back to members of the police mounted team from older people in the area was particularly positive. Expenditure on this initiative to date has been $84,556.

The Suburban Policing Initiative has only been operating for a short period and it is difficult to assess its impact in targeted suburbs. The Suburban Policing Teams are currently deployed in Kaleen and Kambah. Expenditure on this initiative to date has been $34,096.

Overhead expenditure attributable to date for the CTBPP is $19,725.

It is expected that expenditure in both areas will increase disproportionately due to administrative requirements of both teams. Expenditure on the Police Mounted Team

has been reduced due to the donation of a four-wheel drive vehicle by Volvo Australia with further donations being a likely feature of this initiative.

APPENDIX E- RATIONALE FOR MEETING SPECIALIST CLIENT NEEDS IN CORRECTIONS

At present, there is no representation by Indigenous Australians in either the Probation and Parole Unit, or the Policy and Operations Support Unit of Corrective Services.

The creation of identified positions recognises the:

- over representation of Indigenous Australians in the justice system in the ACT;

- severity and extent of drug and alcohol issues affecting Indigenous Australians in the justice system;

- importance of establishing strong links and partnerships within Indigenous agencies and communities in the ACT and surrounding region ;

- importance of reflecting Indigenous community views in ACT Corrective Services policy development and initiatives; and,

- desirability of incorporating Indigenous staff in the everyday development of policy and operations matters, including the process relating to a prison for the ACT.

The benefits of creating and maintaining strong links with Indigenous communities have been stressed repeatedly in the context of Government responses to the Recommendations of the Royal Commission into Aboriginal Deaths in Custody. Any ability by government agencies to establish community partnerships is dependent upon the community's confidence in the extent to which their needs and views are incorporated and prioritised. The representation of Indigenous Australians in the staffing composition of ACT Corrective Services will assist to develop such community confidence.

To date, ACT Corrective Services has been unsuccessful in attracting a single Indigenous applicant to positions within its Policy or Community Corrections Unit. Unless positions are established as Indigenous positions, this trend is likely to continue.

At the end of the 1999-2000 financial year, there were 103 Indigenous people on community based orders. This number of Indigenous offenders represent 7% of all offenders on community based orders and justifies the establishment of two designated case work positions.

The creation of one designated Indigenous policy officer position would compliment the Indigenous case work positions. The policy position would facilitate more effective communication between Corrective Services and the Indigenous community. It would also create opportunities for Corrective Services to work in closer collaboration with Government and non-Government Indigenous agencies.

2. <u>SERVICES FOR INDIGENOUS AND VIETNAMESE DETAINEES AT THE BELCONNEN REMAND CENTRE - $82,000</u>

Indigenous Liaison Officer

Indigenous people represent approximately 15% of the detainee population at the BRC. There is a limited presence of Indigenous personnel at the BRC to provide services and links to the Indigenous community. Since the current Indigenous Liaison Officer (ILO) position was established, demands upon the position by detainees and the Indigenous community have increased. In addition, the ILO has been required to contribute to the writing of in custody pre-sentence reports, a duty that was not envisaged when the position was established.

Vietnamese Liaison Officer

In October 1999, ACT Corrective Services co-facilitated a workshop with ACT Community Care, to establish a consultative approach for best practice in the delivery of quality services and programs for culturally and linguistically diverse clients held in custody in the ACT. The workshop identified the growing number of Vietnamese people being detained at the BRC, as well as a number of these detainees self-harming. For the financial year 1999-2000, 5.5% (or 29 detainees) of the remand population identified as Vietnamese. This is a conservative figure given that only those detainees were identified who nominate themselves as being Vietnamese. As the average length of remand period is over 30 days duration, the BRC has a regular, significant presence of Vietnamese detainees, which is expected to continue to rise.

This is an issue needing to be addressed by culturally appropriate services at the BRC. A number of recommendations arose from the workshop conducted by Corrective Services and ACT Community Care. Notes from the workshop, with recommendations are attached. The creation of the VLO position would be an appropriate response to those recommendations.

3. *WOMEN'S ISSUES POLICY OFFICER - $79,000*

ACT Corrective Services does not currently employ a designated women's policy worker. The ACT Women's Action Plan 2000-2001 outlines the Government's commitment to all government programs meeting the needs of women as well as the continued participation of women in the planning, monitoring and evaluation of government services and programs. Given the growing number of female offenders coming into contact with Corrective Services, it is increasingly necessary to address their special needs. A women's issues policy worker will ensure that gender relevant policies and programs contribute to a stronger likelihood of rehabilitation.

This position would facilitate the following:

- identification of the current trends, needs and issues for women offenders and the development of an effective action plan to address these issues;
- representation within the Department of relevant women's issues;
- improved communication between the Department and other Government departments regarding women's issues;
- improved communication between the department and relevant external agencies;
- review existing rehabilitation options for women offenders;
- review existing health issues for women offenders; and
- monitor specific issues relating to Indigenous women.