



“A Safer Northern Territory through Correctional Interventions”



**Report of the Review of the Northern Territory Department of
Correctional Services**

Summary, Findings and Recommendations

31 July 2016

Citation

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"It is said that no one truly knows a nation until one has been inside its jails. A nation should not be judged by how it treats its highest citizens, but its lowest ones."

— Nelson Mandela

"We could choose to be a nation that extends care, compassion, and concern to those who are locked up and locked out or headed for prison before they are old enough to vote. We could seek for them the same opportunities we seek for our own children; we could treat them like one of "us." We could do that. Or we can choose to be a nation that shames and blames its most vulnerable, affixes badges of dishonor upon them at young ages, and then relegates them to a permanent second-class status for life. That is the path we have chosen, and it leads to a familiar place."

— Michelle Alexander, *The New Jim Crow: Mass Incarceration in the Age of Colorblindness*

Acknowledgement

The Review Team acknowledges the support and assistance provided by the Commissioner, Deputy Commissioner, Executive Directors and staff of NTDCS in the conduct of this review. All information sought by the Review Team was willingly and efficiently provided which greatly facilitated the review being conducted expeditiously. All senior staff participated constructively in interviews. The many pertinent thoughts and ideas contributed during these interviews added significant value to this report.

Union officials together with staff representatives met with the Review Team and presented important insights into issues relevant to officers working in this important and challenging area of public administration.

We also acknowledge and thank the many external stakeholders of NTDCS who made valuable contributions to the review either by personal interview or by submission. A list of contributing stakeholders is contained in Appendix 1.

The Review Team's work was greatly assisted by the highly efficient and effective support services provided by Ms Vanessa Bates, Executive Officer to the Commissioner. Her superb organisational skills ensured that the numerous interviews, meetings and inspections conducted by the six consultants of the Review Team across a number of locations were conducted in a timely and effective manner.

Review Team

Mr Keith Hamburger AM – Team Leader	Managing Director, Knowledge Consulting Pty Ltd
Mr Alan Ferris	Principal, BDO Western Australia
Mr John Hocken	Director, Knowledge Consulting Pty Ltd
Ms Lee Downes	Chief Consultant, Knowledge Consulting Pty Ltd
Ms Therese Ellis-Smith	Senior Consultant (Forensic Psychologist), Knowledge Consulting Pty Ltd
Mr Neil McAllister	Senior Consultant, Knowledge Consulting Pty Ltd

EXECUTIVE SUMMARY

A number of incidents involving escapes and incidents within youth detention, and public criticisms regarding prisoners with open ratings having access to the community, resulted in the appointment of a new Commissioner for Correctional Services and the subsequent establishment of this review to assess the efficiency and effectiveness of correctional services currently provided.

The Northern Territory imprisonment rate is by far the worst in Australia and ranks with the world's worst, with the Territory accounting for about 1% of the Australian population but about 5% of all prisoners. Even worse, in our view, is the fact that 85% of the adult prisoner population and 95% of youth detainees are Indigenous people with a very high recidivism rate. These tragic outcomes are largely driven by extreme social dysfunction and economic disadvantage in the Territory's Indigenous communities.

Clearly the Northern Territory's imprisonment rate indicates a social, economic, and law and order crisis of devastating proportions for the Territory as a whole and for Indigenous people in particular. It has been a longstanding crisis.

It is clear that the excessive number of prisoners, the high recidivism rate and the gross over-representation of Indigenous people in contact with the criminal justice and correctional systems are the greatest drivers of inefficient and ineffective outcomes in NTDCS, and in the Territory's criminal justice system and human service delivery agencies generally, incurring huge costs to the taxpayer.

The new Commissioner inherited an agency without a Strategic Plan with no defined connectivity between divisional business plans and the Strategic Intent document with regard to defined strategic action plans and inputs, activity, or performance measures. He identified this as a significant risk for NTDCS.

The new Commissioner also identified a number of critical high risk areas across NTDCS, including not fit for purpose youth detention facilities and inadequate Youth Justice services; [REDACTED]; gaps in the capacity of Primary Health Care to meet demand; ineffective commissioning of the Darwin Correctional Precinct; service effectiveness degraded by a siloed approach to organisational management; absence of defined Strategic Accountability Frameworks; poorly defined Performance Management Systems and an Information Management System that is not meeting business needs.

The leadership skills demonstrated by the new Commissioner and the approach he is taking to deal with the range of inherited problematic and complex issues across NTDCS is impressive. He is providing strong and informed leadership to create a Strategic Plan and enhance operational performance while overseeing the myriad of critical and controversial issues that arise on a day to day basis in corrections.

The review draws attention to the uniqueness of the offender population where Indigenous people represent the great majority of people under the control and supervision of NTDCS in adult and youth corrections. This over representation of Indigenous people is not reflected in either the staffing of Head Office or in correctional centres or community corrections, or even in NTDCS' policies, publications or procedures.

A paradigm shift is required in NTDCS to recognise that the services NTDCS delivers in its correctional centres, community corrections and in youth justice are essentially for a majority of Indigenous people and a non-Indigenous minority population, rather than the opposite. To support this paradigm shift, Indigenous considerations must be mainstreamed within NTDCS including the need for culturally appropriate services across the agency.

There is a need for NTDCS to be part of a holistic whole-of-government and community approach that empowers Indigenous people to be part of the solution to their gross over-representation within the Territory's criminal justice system. The review recommends that options for this continue to be explored under the Northern Territory Aboriginal Affairs Strategy.

For NTDCS to contribute effectively to this its organisational structure must provide for senior roles for Indigenous people and to facilitate engagement of respected Elders and community members to contribute to decision making processes in addressing issues that contribute to the criminality of Indigenous people. The review explored options to achieve this and found that to effectively address the over-representation of Indigenous people in the criminal justice system a *new way*, driven by Indigenous people to empower and engage them to provide culturally appropriate responses and services to their people is necessary. We are of the view that this cannot be achieved through the current NTDCS and public sector organisational arrangements.

Following interviews with external Indigenous stakeholder organisations and individuals, we are of the view that there is strong desire on the part of many Indigenous leaders in the Northern Territory to be part of the solution to the challenges faced by their communities and people. NTDCS' organisation structure and approach should facilitate greater opportunity for these leaders to contribute to policy, programs and services.

In proposing new organisational arrangements we believe there is a need for a 'circuit breaker' to demonstrate to the Northern Territory community that change is indeed coming and this change will address the two critical issues of *community engagement* and *community empowerment* as dealt with in this report. It must create the paradigm shift referred to above. Within the new arrangements it is essential that the most appropriate structure to best support Youth Detention and Youth Justice Services is achieved.

In the light of the foregoing we recommend that the Northern Territory Government legislate for the creation of a Statutory Authority responsible to a relevant Minister to deliver Adult Corrections and Youth Justice Services. This Statutory Authority to be called the *Northern Territory Adult Corrections and Youth Justice Services Commission*. The legislation should have a *sunset clause* subject to review of effectiveness of the agency.

In making this recommendation we propose that the legislation includes provision for a Board responsible for the governance and oversight of the Commission. This Board should:

- Be chaired by an eminent Indigenous person
- Consist of at least three members who are Indigenous, as well as people drawn from disciplines such as law, youth and child protection, health, education and business. Remote communities must have a voice on the Board. One Board

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position should also be reserved for a staff member representing officers' industrial unions.

The recommended organisational arrangements provide for a Commissioner for Adult Corrections and Youth Justice Services, who is the CEO of the Commission, accountable to the Board for the effective and efficient operations of the Commission.

Two discrete divisions are proposed within the Commission, one for Adult Corrections and the other for Youth Justice and Indigenous Services with each Division led by a Deputy Commissioner responsible to the Commissioner (CEO) of the Commission. It is recommended that the Deputy Commissioner for Youth Justice and Indigenous Services is an Indigenous person.

While this model maintains Youth Justice under a correctional agency it will function as a discrete entity from adult corrections and in a manner that reflects the recommendations relating to Youth Justice Services contained in this Report. A potential benefit of this approach is the opportunity for a holistic response by the Commission in providing family strengthening initiatives where both children and adults from the same family are under the supervision of the Commission.

The recommendation covering the establishment of a Commission includes a number of organisational and resourcing changes to the existing NTDCS arrangements.

This review confirmed the new Commissioner's assessment of the high risk areas that he had identified and we have made recommendations to assist in dealing with these issues. Early in the review we confirmed the Commissioner's serious concerns relating to the accommodation and supervision of young people in detention at the Don Dale and Alice Springs Youth Detention Centres and suggested a strategy to identify risk reduction measures. This strategy was enacted by the Commissioner and NTDCS is working urgently to develop and implement solutions.

However, the Review Team considers that an effective solution will require a willingness on the part of government to urgently develop, implement and support alternatives to the imprisonment of youth, and an injection of funds for the design, construction and staffing of purpose built facilities at Darwin and Alice Springs for the youth who cannot be diverted from custody.

We recommend that the practice of rostering Correctional Officers at Don Dale and Alice Springs Youth Detention Centres is discontinued as soon as practicable and that Youth Justice Officer vacancies at DDYDC are filled as a matter of urgency. We have also recommended that NTDCS strive to recruit female Youth Justice Officers as it is our view that a mixed gender staff will contribute to the creation of a more normalised environment in the youth detention centres, and provide detainees with positive male and female role models.

The review identified the need for the Elders Visiting Programs in the youth sector to be better supported by NTDCS.

There is a lack of involvement of Youth Justice Officers in the case management of detainees, and case management processes and outcomes within Youth Detention Centres are not joined up with case management systems in the Department of Children and Families. There is a need for a joined up case-management approach when a young person is in receipt of forensic mental health services, or is managed under an at-risk regime.

It appears Youth Justice Officers are not paid at a level commensurate with the responsibility of the position and that salaries should be increased to ensure recruitment and retention of staff. We recommend that a work value assessment is conducted of the salary levels of Youth Justice Officer positions to ensure that salaries are appropriate for the level of responsibility carried.

In adult custodial corrections we have found that in the absence of a Strategic Plan, the lack of a shared understanding of what works, and the primacy of Custodial Operations has led to a loss of focus on the importance of criminogenic programs, not only in contributing to community safety, but also in contributing to the security of the correctional centres. We have found that education and programs critical to supporting rehabilitation of offenders are given low priority at the Darwin Correctional Precinct (DCP).

Concerning offender programs there have been difficulties in resourcing and delivering sex offender treatment programs, and the violent offender treatment programs require external evaluation as to their effectiveness. There is also a concern that NTDCS substance abuse programs may not be meeting the treatment needs of prisoners. There are also significant gaps in basic health care delivery, however NTDCS and NT Department of Health working together are making progress in addressing the issues surrounding the provision of primary health care to prisoners.

In the context of offender programs, the review found that the Ministerial imperative to implement Sentenced to a Job (STAJ) has overshadowed the importance of programs and interventions to address criminogenic risks and needs. Employment is one of these but ought not replace the others. Throughcare support for offenders to gain and maintain employment in their local areas is considered to be an important aspect of employment as a rehabilitative factor.

The current over-emphasis on STAJ has led, at least anecdotally, to the perverse consequence of prisoners wishing to decline parole and remain in prison to continue their paid employment, and to offenders wanting to come back to prison to gain paid employment. If the anecdotal evidence is correct, that is, some prisoners in STAJ can't get a job on release, then the gains made in custody will not translate into success in the community without support (throughcare) and social change.

We have identified a need for NTDCS to change to an objective prisoner classification system based on reliable and valid individualised assessments of the risks posed by prisoners to address what appears to be the over classification of many prisoners, as high and medium security, reducing their opportunities to participate in programs.

We have recommended enhancements to Correctional Officer training and implementation of a case management system that requires Correctional Officers to have more structured input to case management of prisoners.

There is potential for the restructuring of senior correctional operational positions and some units within the Darwin Correctional Precinct (DCP) and Alice Springs Correctional Centre to achieve more effective and efficient outcomes.

Our report finds it unacceptable that 18 months after the opening of the DCP, 50% of the prisoners are not engaged in programs or work. We have found that there were inadequacies in commissioning of the DCP that reflect deficiencies in NTDCS' approach to project planning. We also believe it is an unsatisfactory design outcome for female

correctional units to be located within the perimeter of male correctional centres at DCP and Alice Springs.

There is evidence that prison industries at DCP are operating at a considerable loss and the viability of prisoner work and industries programs at Alice Spring is tenuous. This situation should be reviewed as a matter of some urgency given NTDCS' funding position.

NTDCS removed Aboriginal Liaison Officers from DCP and in doing so lost some of the goodwill of the community and of respected Elders. This report recommends that these positions are reinstated in recognition of their expertise and value in providing throughcare and other support to Indigenous prisoners who make up the majority of the prisoner population.

Alice Springs Correctional Centre is operating at over capacity and prisoner accommodation is unsuitable and overcrowded. In spite of these circumstances there appeared to be much greater interaction between staff and prisoners at Alice Springs Correctional Centre than at DCP, which contributed to a better mood and a healthier atmosphere within the centre.

Programs and employment opportunities for female prisoners at DCP and Alice Springs Correctional Centres are inadequate.

In responding to the needs of Indigenous offenders it must be recognised that they often come from disadvantaged families and socially dysfunctional communities and will generally return to those families and communities when released from prison. The best efforts of Corrections to provide training and rehabilitative programs for prisoners, and the best efforts of prisoners to address their offending behaviour, can be thwarted when the offender returns home.

We believe that work with offenders must be supported by work with offenders' families and communities to address disadvantage and the causes of offending, and to build social capital to support offenders to make pro-social choices and maintain a crime-free lifestyle.

Working with communities means empowering communities to help themselves. It means bringing everyone to the table – not just the policy makers or service providers but representatives of all sections of the community. It means working within an appreciative framework, recognising that there is something (or many things) that work well in every community, helping the community to identify and build on those strengths. It also means working with the community and providers of services and programs to achieve a joined up approach to service delivery in, and with, the community.

The approach must be evidence-based, with emphasis on the training and skills staff need to increase the effectiveness of correctional programs. The review is mindful however, that offender responsivity is a critical factor in the success of any correctional program, and this challenges the agency to ensure its programs and services are culturally appropriate.

Before many Indigenous offenders can really begin to work on their offending behaviour, they need healing - time *on-country*, re-connection with the land, traditional culture and spirituality; recognition of the effects of rejection, loss and grief, with time

for reflection and healing supported by others who understand, and who have had similar life experiences and yet have come out the other side stronger.

Establishment of Work Camps by NTDCS has been a positive initiative which has been favourably commented on by stakeholders interviewed during this review. Plans for a property within 100 kilometres of Katherine will provide for further rehabilitation opportunities. The work camp concept has potential to be developed into a *cultural healing and rehabilitation* model that could be utilised as a diversionary program to reduce reliance on secure custody and provide a vehicle for Indigenous people to provide rehabilitation services.

However, the foregoing cannot be achieved through the current structures of the criminal justice and human service delivery systems. It requires a new way that is Indigenous owned and led that empowers and rewards them to provide the above culturally appropriate responses and services to their people. This is an issue that will need to be given priority by the recommended *Northern Territory Adult Corrections and Youth Justice Services Commission*.

Concerning Northern Territory Community Corrections (NTCC), this service is considered unique in Australia in that it supervises both adults and youth in the community. Also, unlike most Australian community corrections agencies, NTCC supervises offenders who are subject to Bail conditions, and offenders granted a Suspended Sentence of Imprisonment. NTCC includes the Electronic Monitoring Unit, staffed by officers responsible for the management of those offenders directed by the courts to wear electronic ankle bracelets.

Of all offenders under community corrections supervision on 31 May 2016, 79% (912) were Indigenous. A distinctive feature of this jurisdiction's community correctional service is the supervision of individuals in their remote home communities which involves extensive travel for Community Corrections Officers. This approach demonstrates the agency's focus on crime prevention through individualised case management.

One of the major challenges faced by the NTCC is the retention of its operational staff. To assist, it is recommended that NTDCS explores options for implementing an incentive-based system for the achievement of salary increments for NTCC operational staff.

NTCC's Business Plan is clear and focused on the management of identified and relevant challenges, such as staff recruitment and training, community engagement and meeting the needs of key stakeholders. However, changes are required to the Integrated Offender Management System data collection systems to fully capture the Key Performance Indicators and capitalise on the value such a plan provides.

There is a lack of rehabilitative or criminogenic programs offered in community corrections. This report recommends the development and facilitation of programs for sexual and violent offenders under Community Corrections supervision on court orders and the establishment of Community Corrections psychologists in Alice Springs, Palmerston and Casuarina offices.

It is recommended that NTDCS develops a sexual offender maintenance program and a violent offender maintenance program to be implemented by NTCC for parolees, to ensure treatment gains made in custody transfer with them upon release and are reinforced when on parole. It is also recommended that the Family Violence Program is

only delivered where, and when, two facilitators are available. In some instances local Elders or Respected Persons based in the communities could be appointed as the second facilitator.

The review has found that NTCC is well positioned to lead the development of supervisory strategies for Indigenous offenders in Australia by utilising local knowledge and expertise within, so as to introduce operational initiatives purposely designed to meet the needs of its offender population. The stand-out ingredient identified in NTCC is its capacity and willingness to tailor services to the individual offender.

The appointment of Probation and Parole Officers to remote communities who are from the community is recommended - where the community is amenable - to provide local supervision and support to offenders, and work with community members to develop Yolŋu Community Authorities, where appropriate.

In terms of organisational head office functions, we have found that there is a need for a dedicated "Finance Committee" to strengthen the accountability for financial management within NTDCS, and that NTDCS planning and operational practice is at significant risk due to "business intelligence" data being stored in 86 different data bases that are not readily accessible or supported. NTDCS business units do not have well defined and documented business processes.

To strengthen overall governance and accountability of the NTDCS and to assist in building public confidence in the agency we have recommended the Northern Territory Government consider creation of an independent Office of Inspector of Correctional Services.

The review was tasked to provide guidance as to a potential *future state* for NTDCS. The Report demonstrates how the *future state of current operations* will be enhanced and driven by the new Strategic Plan. We have suggested that the current work in progress on each of the Strategic Priorities in the NTDCS Strategic Plan for 2016–2020 takes account of the Findings and Recommendations contained in this Review Report.

We have provided guidance as to outcomes that will characterise high performance future operations.

This report provides guidance as to a change and implementation strategy for the recommendations made. Given the recommendation to establish a *Northern Territory Adult Corrections and Youth Justice Services Commission* and the need for legislation, issues involving the Royal Commission and the upcoming Northern Territory election, there could be a significant time delay in forming a Commission if this is ultimately the approved approach.

Therefore, planning will need to take account of the need for urgency in responding to a number of the recommendations, particularly in relation to Youth Justice, including the need for a Deputy Commissioner for Youth Justice and Indigenous Services. The Review Team strongly encourages the Northern Territory government to proceed with the operational recommendations contained in this report at the earliest opportunity, without waiting for the organizational changes to be implemented.

Further, in light of the effects of this report and the events leading to the establishment of the Royal Commission on all staff working in NTDCS, the Review Team strongly encourages provision of funding to conduct the workshop recommended in this report as soon as can be practically arranged. This will enable recognition of NTDCS' strengths

to be used as a positive foundation for the future. This workshop should be attended by a cross section of staff at all levels from all areas of NTDCS; service provider representatives; external stakeholders, Indigenous organisations, and Indigenous Elders with cultural authority.

It is recommended that this workshop be planned and conducted as an *appreciative inquiry* intervention, to ensure that the future is built upon the best of the past, and staff do not feel that all of their previous work has been devalued.

This workshop will signify to all stakeholders that the recommended *Northern Territory Adult Corrections and Youth Justice Services Commission* is set on a new path, and will inspire them and NTDCS staff alike with the opportunity to contribute to a new vision for NTDCS, and set the course to achieve it. Of course, the workshop must be followed by ongoing, consistent and concerted, collaborative work with the Indigenous people and organisations, and government and non-government agencies.

We are of the view that the *Northern Territory Adult Corrections and Youth Justice Services Commission* can contribute to lasting societal change through facilitating partnerships with Indigenous leaders, other government agencies, and NGOs to influence the development of public policy and empowerment of Indigenous people and communities.

In this future state the *Northern Territory Adult Corrections and Youth Justice Services Commission* will not only contribute to the safety of the community by reducing risks of re-offending, it will also be playing a part in addressing the underlying causes of crime.

To take itself to this future, it is our view that the *Northern Territory Adult Corrections and Youth Justice Services Commission* should embrace and rigorously implement evidence based practice throughout the organisation; actively engage with unions and staff; enlist the support of universities and academics with demonstrated expertise in corrections and working with Indigenous people; consult widely with stakeholders; and engage and work closely with other government and non-government agencies and Indigenous organisations, such as NAAJA and CAALAS.

In the time available for this review it has not been possible to cost the changes recommended in this report. There will be both additional costs and savings arising from the report's recommendations. The Review Team has been advised by NTDCS that Head Office costs are very lean. Currently Head Office costs represent only 4% of the NTDCS budget compared to an average 6% cost for other Territory government departments. It is clear that NTDCS does not have the financial capacity to fund any net increase in cost due to changes recommended in this Report.

Many of the changes recommended in this report are essential to position the *Northern Territory Adult Corrections and Youth Justice Services Commission* to better contribute to the task of reducing the imprisonment rate which in turn will result in significant savings. The cost of recommended changes should be considered as an investment to achieve future savings. There is potential for significant savings in expenditure in NTDCS and across the Territory's budget as a whole through a reduction in the imprisonment rate; this should be a focus not only by NTDCS but across government.

We have pointed to international experience where a business planning method that takes a whole of community approach and is founded in objective data on the cost of crime, and expected savings and benefits to be achieved over the life of the plan is an

effective way to reduce imprisonment rates. This approach has applicability to the Northern Territory and we recommend it is adopted.

We believe there is a need to achieve community understanding and support for the appropriate balance between good social policy and the role and outcomes of the criminal justice system as reflected in the business planning approach. This is achieved through factual information being disseminated by governments, elements of the criminal justice system, social/community support agencies and academia concerning the underlying causes of crime. Social breakdown statistics showing what is occurring where, trends and information concerning world's best practice in addressing these issues, including what works and what does not work assists with community understanding.

We recommend that NTDCS develops a budget submission for government consideration that identifies the total cost of the report's recommendations. This submission would ideally prioritise the need for additional funding having regard to criteria of enhanced governance within the proposed *Northern Territory Adult Corrections and Youth Justice Services Commission*, public safety and the overarching goal to reduce Indigenous contact with the criminal justice system. As discussed above a reduction in the Territory's imprisonment rate would have the potential to achieve significant savings in the future.

The report suggests the key elements in an implementation strategy for our report's recommendations.

In conclusion, in the current climate the staff of NTDCS are under significant pressure and the agency as a whole is experiencing considerable national and international criticism with severe loss of agency reputation. In this context it is unfortunate that this report also is critical of a range of systems and outcomes across NTDCS. On the other hand we have endeavoured to provide recommendations and guidance aimed at assisting NTDCS in evolving to become a highly effective provider of correctional services.

The Review Team wishes to place on record that in our quite intense dealings with NTDCS leaders and staff over the past few months we have found that overwhelmingly people at all levels of the organisation are committed to their work in corrections; in many cases they are working above and beyond the normal call of duty in difficult and at times dangerous circumstances.

They have embraced this review as an opportunity to stabilise the organisation and move to a higher level of performance. We have every confidence that under the current leadership NTDCS will recover from its current circumstances and become a high performance agency and as we have said in this report - become a leader in correctional services in this country.

We have appreciated the opportunity to conduct this review and we wish the Commissioner and his staff the very best, in what we believe will be a challenging, but productive future.

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TERMS OF REFERENCE

A review of the Northern Territory Department of Correctional Services (NTDCS) is required in order to determine how NTDCS could improve the public value proposition in the delivery of correctional supervision and services for adults and youth in the Northern Territory in an environment of fiscal restraint. These services include those delivered within correctional or detention facilities and those delivered to supervised/monitored persons in the community. The review will also be required to consider and report on the resource impost and the utilisation of those resources by the department.

NTDCS seeks the skills and services of suitably qualified consultant/consultants to undertake this review and provide an interim written report by 30 June 2016 and provide a final report by 31 July 2016.

In conducting the review, the consultant/consultants should give consideration to:

- the current services provided by NTDCS;
- how those services are provided and to whom;
- the current structures and systems to provide those services;
- the processes and accountabilities involved in the provision of services;
- the outcomes or outputs delivered through those services;
- whether the organisational structures support good governance and effective management and oversight of the operations of the department;
- the capacity of the department to effectively and efficiently monitor, manage and deliver services;
- whether systems and processes in use are effective in delivering the service, provide appropriate governance and reporting and are able to be interrogated to the satisfaction of government;
- whether resources provided, both financial and personnel, are appropriately directed and sufficient for the efficient delivery of services and achievement of the outcomes required;
- the cost of services and any recommended changes required to improve the effectiveness, efficiency or resource utilisation to deliver services; and
- an appropriate accountability and reporting framework.

The consultant is required to consult with the identified stakeholders, review the organisational structures, systems, processes and resources and to provide a written report.

The consultant/consultants are also invited to provide comment on whether there are:

- services provided that no longer offer a public value;
- other or alternative services that should be provided to meet the public value expectation; and
- sufficient resources available to the department currently for the services they provide, or are recommended to offer and if not, recommendation/s on what resources would be required.

SUMMARY OF FINDINGS

Overview of Current State of NTDCS

1. *That the Northern Territory imprisonment rate is by far the worst in Australia and ranks with the world's worst.*
2. *That the unacceptable imprisonment rate, coupled with 85% of the prisoner population being Indigenous people and the high recidivism rate, has a major impact on the current operational state of custodial and community corrections both for adults and juveniles.*

Strategic plan

3. *That the new Commissioner inherited an agency without a Strategic Plan; there was no defined connectivity between the Business Plans of directorates/service areas and the Strategic Intent document with regard to defined strategic action plans and inputs, activity, or performance measures. He identified this as a significant risk for NTDCS.*
4. *That steps taken by the new Commissioner to create a Strategic Plan for NTDCS and associated Policy Framework and Policy Development Process conforms to good planning practice.*

Structure

5. *That a paradigm shift is required in NTDCS to recognise that the services NTDCS delivers in its correctional centres, community corrections and in youth justice are essentially for a majority of Indigenous people and a non-Indigenous minority population, rather than the opposite.*
6. *That there is a need for NTDCS to be part of a holistic whole-of-government and community approach that empowers and rewards Indigenous people to be part of the solution to their gross over representation within the Territory's criminal justice system.*

Project Management Framework

7. *That NTDCS does not have a formal project management framework in place.*

Accountability and Reporting Framework

8. *That there is a need for a dedicated "Finance Committee" to strengthen the accountability for financial management within NTDCS.*
9. *That NTDCS planning and operational practice is at significant risk due to "business intelligence" data being stored in 86 different data bases that are not readily accessible or supported.*
10. *That NTDCS business' units do not have well defined and documented business processes.*

Professional Standards Unit

11. *That NTDCS does not make the best use of the Professional Standards Unit (PSU). Its role should be focused on operational audits and investigations.*

Performance Monitoring

12. *That with the partial exception of Community Corrections the Review Team found no evidence that Key Performance Indicators (KPI's) are used to monitor the performance of NTDCS offender-related operations.*

Criminogenic Programs

13. *That in the absence of a Strategic Plan, the lack of a shared understanding of what works and the primacy of Custodial Operations has led to a disregard for the importance of criminogenic programs, not only in contributing to community safety, but also in contributing to the security of the correctional centres.*

Custodial Policy and Procedures

14. *That the Review Team found the NTDCS Custodial Operations directives to be less than comprehensive and sometimes inaccurate.*

Classification of Prisoners

15. *That many Indigenous prisoners appear to be 'over-classified' as high and medium security prisoners, reducing their opportunities to participate in programs, particularly given the short sentences that many of them receive.*

16. *That the default prisoner classification structure based on sentence length is not an effective system and is inconsistent with the Standard Guidelines for Corrections in Australia (revised 2012).*

17. *That the introduction of individualised case management would enhance the effectiveness of the sentence management and classification system.*

18. *That Correctional Officers need to have more structured input to case management of prisoners.*

19. *That the prisoner classification process requires oversight that is external to Correctional Centres.*

Thoughtcare of Prisoners

20. *That NTDCS does not have a fully developed Thoughtcare Framework, nor has it implemented Thoughtcare in any real sense.*

Correctional Officer Training

21. *That the Review Team has a number of concerns regarding the NTDCS syllabus for trainee Correctional Officers and the outcomes the department is seeking to achieve in relation to the management of its prisons and prisoners, the duty of care owed to prisoners and reduction in re-offending. The Review Team believes that Mental Health First Aid should be included in the basic training provided to Correctional Officers.*

Drug Detector Dog Unit (DDDU)

22. *That the purchase, assessment, training, accreditation and disposal of correctional services dogs should be managed centrally.*

Prisoner Health Services

23. *That there are significant gaps in basic health care delivery; however, NTDCS and NT Department of Health working together have made considerable progress in addressing the issues surrounding the provision of primary healthcare to prisoners.*

Clinical Support and Counselling Services

24. *That as NTDCS clinical staff do not carry responsibility for the day to day counselling or support of prisoners with ad hoc needs, given their focus on the delivery of programs, both the FMHS and the correctional service have identified a gap in the provision of general counselling and support for prisoners with such presentations as:*

- *Grief and loss problems*
- *Adjustment to custody difficulties*
- *Relationship or family breakdown and*
- *Presentations involving anxiety and depression.*

Work Camps

25. *That Datjala and Barkly Work Camps appear to be successful initiatives that warrant consideration for expansion to other regions of the Northern Territory.*

26. *That there may be some risk to NTDCS due to the lack of policy around industry skills placements and community work.*

Sexual Offender Programs

27. *That there have been difficulties in resourcing and delivering sex offender treatment programs.*

Violent Offender Programs

28. *That violent offender treatment programs require external evaluation as to their effectiveness.*

Substance Abuse Programs

29. *That NTDCS substance abuse programs may not be meeting the treatment needs of prisoners.*

General/Offence-related Programs

30. *The Safe Sober Strong Program is a sound core program suitable for most prisoners.*

Darwin Correctional Precinct (DCP)

31. *That the Review Team has significant concerns around the DCP not being fit for purpose and what was a seemingly flawed approach to commissioning of the Correctional Centre.*

32. *That commissioning of the DCP reflects the inadequacies in project planning in NTDCS covered previously in this report.*

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33. *That the Commissioner has advised the Review Team that his assessment is the DCP requires 're-commissioning in accordance with its true capabilities'. The Review Team strongly supports this assessment.*

34. *That it is an unacceptable situation that some 18 months after the opening of a new Correctional Centre 50% of the prisoner population is not engaged in programs or work.*

DCP Female Prisoners

35. *That it is an unsatisfactory design outcome for a female correctional centre to be located within the perimeter of a male correctional centre.*

36. *That NTDCS has not yet been able to address the particular needs of female inmates to the extent achieved by other jurisdictions.*

DCP Chief Correctional Officers

37. *That there is potential for restructuring of senior correctional operational positions and some units within DCP to achieve more effective and efficient outcomes.*

DCP Education & Programs Centre

38. *That education and programs are critical to supporting rehabilitation of offenders is given low priority at DCP.*

DCP Prisoner Support Officers

39. *That removal of the Aboriginal Liaison Officers from DCP has lost NTDCS some of the goodwill of the community and of respected Elders.*

DCP Prison Industries

40. *That industries at DCP are operating at a considerable loss.*

Alice Springs Correctional Centre (ASCC)

41. *That Alice Springs Correctional Centre is operating at over capacity.*

42. *That there appeared to be much greater interaction between staff and prisoners at Alice Springs Correctional Centre than at DCP which contributed to a better mood within the centre.*

ASCC Prisoner Accommodation

43. *That prisoner accommodation at Alice Springs Correctional Centre is unsuitable and overcrowded.*

44. *That the double bunks for prisoners at Alice Springs Correctional Centre may have safety issues.*

ASCC Female Section

45. *That accommodation and facilities for female prisoners at Alice Springs Correctional Centre is unsatisfactory.*

46. *That programs and employment opportunities for female prisoners at Alice Springs Correctional Centre is inadequate.*

47. *That as for DCP, in Alice Springs Correctional Centre it is an unsatisfactory design outcome for a female correctional centre to be located within the perimeter of a male correctional centre.*



ASCC Staffing Model

49. *That similar to DCP there is potential for restructuring of senior correctional operational positions and some units within Alice Springs Correctional Centre to achieve more effective and efficient outcomes.*

ASCC Prison Industries

50. *That the viability of prisoner work and industries programs at Alice Springs is problematic and should be reviewed as a matter of some urgency, given NTDCS' funding position.*

NT Community Corrections (NTCC)

51. *That the NTCC is considered unique, in that it supervises both adults and youth in the community. Also, unlike most Australian community corrections agencies, NTCC supervises offenders who are subject to Bail conditions, and offenders granted a Suspended Sentence of Imprisonment. NTCC includes the Electronic Monitoring Unit, staffed by officers responsible for the management of those offenders directed by the courts to wear electronic ankle bracelets.*

52. *That 79% (912) of all offenders under community corrections supervision on 31 May 2016 were Indigenous.*

53. *That a distinctive feature of this jurisdictions' community correctional service is the supervision of individuals in their remote home communities which involves extensive travel for Community Corrections Officers; this approach demonstrates the agency's focus on crime prevention through individualised case management.*

NTCC Staffing

54. *That one of the major challenges faced by the NTCC is the retention of its operational staff.*

NTCC Performance

55. *That NTCC's staff-to-offenders supervised ratio is the lowest in Australia, yet in terms of data relating to completion of Community Corrections Orders, NTCC is not performing as well as other jurisdictions. However, completion rates need to be viewed with caution because it may be that some jurisdictions are "tougher" than others at enforcing order*

conditions (breaches) which will result in fewer completions. Unfortunately there is no national comparative data on breach rates.

NTCC Business Plan

56. That NTCC's Business Plan is clear and focussed on the management of identified and relevant challenges, such as staff recruitment and training, community engagement and meeting the needs of key stakeholders. However, changes are required to IOMS data collection systems to fully capture the Key Performance Indicators and capitalise on the value such a plan provides.

NTCC Service Delivery Enhancements

57. That there is a level of frustration by Operational Managers that the delegated authority for standard HR and financial functions is held at too high a level in NTCC.

58. That there is a lack of rehabilitative or criminogenic programs offered in community corrections.

59. That NTCC is well positioned to lead the development of supervisory strategies for Indigenous offenders across Australia by utilising local knowledge and expertise within, so as to introduce operational initiatives purposely designed to meet the needs of its offender population.

60. That the stand-out ingredient identified in Northern Territory's Community Corrections is its capacity and willingness to tailor services to the individual offender.

Youth under Community Corrections Supervision

61. That the rate of successful completion of youth orders has varied between 31% and 61% over the past 12 months. Comparative data from other Australian jurisdictions is not available to test the relative effectiveness of the above youth order completion rates.

62. That the approach to supervision of youth in the community under court orders is an issue that could benefit from review by NTDCS in consultation with other human service delivery agencies.

Youth Detention (YD)

63. That the Northern Territory is the only Australian jurisdiction that manages the detention and supervision of youth from within an adult custodial corrections division; due to differing operational imperatives and philosophical underpinnings between youth justice and adult corrections, ideally, youth justice services would not be associated with adult corrective services.

Don Dale Youth Detention Centre (DDYDC)

64. That the new Commissioner placed youth detention services under custodial operations as an interim measure to mitigate serious risks associated with systems, processes and discipline. He also directed that Correctional Officers were to be placed in youth detention centres to address the deficit in experienced Youth Justice Officers which was appropriate in the circumstances.

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65. That it appears Youth Justice Officers are not paid at a level commensurate with the responsibility of the position and that salaries should be increased to ensure recruitment and retention of staff.

66. That the current Don Dale Youth Detention Centre (DDYDC) is totally unacceptable accommodation for young people in detention.

67. That the process for medical assessment for youth detainees on reception is unsatisfactory and presents a serious risk.

68. That the rostering of Correctional Officers to the DDYDC is unacceptable.

69. That the rostering of Correctional Officers to the Alice Springs YDC is unacceptable.

70. That female Youth Justice Officers would contribute to normalising the youth detention centre environment and provide positive female role models for both male and female youth detainees.

71. That the incidents that occurred in Youth Detention at that time reveal flaws in the NTDCS approach to the management and rehabilitation of youth offenders; [REDACTED] a lack of leadership and supervision of staff; complacency and/or lack of staff training and understanding in the management of youth offenders.

72. That following the Review Team alerting the Commissioner to a number of serious concerns relating to the accommodation and supervision of young people in detention at DDYDC he initiated a workshop of experienced staff to identify the risks associated with the continued use of the Youth Detention facilities and identify risk reduction measures for the detention and management of Youth Offenders remanded or sentenced to custody. Outcomes from this workshop are being actioned by NTDCS.

73. That the use of spit hoods on youth detainees is unacceptable.

74. That the post structure at Don Dale does not provide sufficient flexibility to enable a prompt response to serious incidents.

Alice Springs Youth Detention Centre (ASYDC)

75. That Alice Springs Youth Detention Centre accommodation is also unsuitable accommodation for young people in detention.

76. That the acting manager and staff are proactively addressing issues arising from the first visit to Alice Springs Youth Detention Centre by the Review Team.

77. That the Don Dale Youth Detention Centre adopt the approach of the Alice Springs Youth Detention Centre in managing detainees who require placement in "de-escalation" cells, and in maintaining youth in the least restrictive environment possible.

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78. *That the "Alice Springs approach" should be further developed and documented as a good practice guide for all staff working in youth detention.*

79. *The clinic space at Alice Springs Youth Detention Centre is inadequate, and not fit for purpose.*

80. *That the proposal for Alice Springs Youth Detention Centre to become self catering, and re-establish the vegetable gardens as a program for detainees is a positive initiative.*

Youth Detention Centre Emergency Response Procedures

81. *That Don Dale Youth Detention Centre and Alice Springs Youth Detention Centre emergency procedures have some inadequacies.*

Youth Justice Officer Training

82. *That there are matters pertaining to Youth Justice Officer Training that require attention, particularly in relation to managing detainees with challenging behaviour.*

YD Case Management Assessment and Throughcare Services

83. *That there is a lack of involvement of Youth Justice Officers in the case management of detainees and that case management processes and outcomes within Youth Detention Centres are not joined up with case management systems in the Department of Children and Families.*

YD Coordination of Forensic Mental Health Services

84. *That there is a need for a joined-up case-management approach when a young person is in receipt of forensic mental health services, or is managed under an at-risk regime.*

YD Education of Young People in Detention

85. *That education services provided to young people in detention should mirror community based schooling approaches with opportunity for detainees to be grouped and educated according to their educational level.*

YD Elders Visiting Program

86. *That the Elders Visiting Programs in the youth sector were not as well supported organisationally, as they were in the adult sector.*

YD Alternatives to Detention

87. *That there is an urgent need to address the issue of alternatives to the current youth detention model within the Northern Territory.*

NTDCS Management of Leave

88. *That the reporting of annual recreation leave is appropriate and that the NTDCS management is actively monitoring and managing the leave.*

NTDCS Overtime

89. *That the reporting of overtime in NTDCS is appropriate and that management is actively monitoring and managing this expense.*

NTDCS Services Provided that no Longer Offer a Public Value

90. *That while the review has not identified any services that no longer offer a public value the Commissioner as part of the current process of developing the new 2016-2020 Strategic Plan is requiring all Business Units to take a zero based analysis approach to questioning the need for all services in the light of the Strategic Priorities in the new Strategic Plan. It is likely that this process will require some hard decisions to be taken in relation to some services.*

Potential Future State for NTDCS

91. *That the current confluence of circumstances places the NTDCS in a position from which it could become the leader in Australia in the management of Indigenous offenders, and in the development and implementation of evidence based programs, designed by and for Indigenous people, to address offending in Indigenous people.*

92. *That the work camp concept has potential to be developed into a cultural healing and rehabilitation model that could be utilised as a diversionary program to reduce reliance on secure custody and provide a vehicle for Indigenous people to provide rehabilitation services.*

93. *That work with offenders must be supported by work with offenders' families and communities to address disadvantage and the causes of offending and to build social capital to support offenders to make pro-social choices and maintain a crime-free lifestyle.*

Other or Alternative Services that should be Provided to Meet the Public Value Expectation

94. *That Empowered Communities: Empowered Peoples Design Report has valuable insights to inform the conference and workshop proposed in Recommendation No. 168 to envisage a future state for NTDCS, Indigenous and other government and non-government stakeholders where Indigenous people are empowered and working as part of the solution to this challenge. The outcomes of this workshop will contribute significantly to NTDCS efforts to meet the public value expectation.*

95. *That NTDCS' proposed Strategic Plan for 2016-2020 addresses the need to meet the public value expectation.*

The Cost of Recommended Changes and or Services Required to Improve the Effectiveness, Efficiency or Resource Utilisation to Deliver Services

96. *That NTDCS does not have the capacity within existing budget to fund the changes recommended in this report.*

97. *That there is potential for significant savings in expenditure in NTDCS and across the Territory's budget as a whole through a reduction in the imprisonment rate; this should be a focus not only by NTDCS but across government.*

98. *That experience in Northern European countries that have the lowest imprisonment rates in the world is that a business planning approach driven by government that takes a whole-of-community approach founded in objective data on the cost of crime and expected savings and benefits to be achieved over the life of the plan is an effective way to reduce imprisonment rates. This approach has applicability to the Northern Territory.*

99. *That there is a need to achieve community understanding and support for the appropriate balance between good social policy and the role and outcomes of the criminal justice system as reflected in the business plan. This should be done through factual information being disseminated by governments, elements of the criminal justice system, social/community support agencies and academia concerning the underlying causes of crime and social breakdown statistics showing what is occurring where, trends and information concerning world's best practice in addressing these issues, including what works and what does not work.*

SUMMARY OF RECOMMENDATIONS

Leadership

1. *That a contract is entered into between the Northern Territory Government and the current Commissioner NTDCS covering performance expectations over an agreed planning cycle taking account of the:*

- *State of the organisation that he inherited and issues for remediation identified in this review*
- *The approach proposed in the NTDCS new Strategic Plan*
- *Current risks to the organisation*
- *An agreed policy and operational road map for NTDS from current organisational state to a high performance organisation, informed as is seen fit by government of the findings of this review and the NTDCS new Strategic Plan and*
- *The recommendation for establishment of a Northern Territory Adult Corrections and Youth Justice Services Commission.*

Structure

2. *That the Northern Territory Government continues to explore initiatives in accordance with the objectives of the Aboriginal Affairs Strategy for a holistic whole-of-government and community approach that empowers Indigenous people to be part of the solution to their gross over representation within the Territory's criminal justice system.*

3. *That a Statutory Authority to be known as the Northern Territory Adult Corrections and Youth Justice Services Commission is established by legislation to carry out the functions of NTDCS and funds are appropriated for the required organisational arrangements as outlined in this report.*

Accountability

4. *That the delegation manual is reviewed to take account of any changes arising from the matrix management structure and promulgated to relevant managers.*

Risk Management and Audit

5. *That the Strategic and Operational Risk Registers are updated.*
6. *That both the Strategic and Operational Risk Registers are reviewed once the new Strategic Plan for NTDCS is completed.*
7. *That NTDCS consider the training needs for staff in relation to risk identification and mitigation.*
8. *That the Audit Schedule is reviewed following the review and updating of the Strategic and Operational Risk Registers.*

Project Management Framework

9. *That NTDCS adopt and implement a project management framework and approach to all projects undertaken by NTDCS.*
10. *That the new strategic plan should identify the key projects and or the type of projects for which a project plan is required to be completed.*
11. *That a report for all projects is produced and monitored through NTDCS' Executive Leadership Group.*

Accountability and Reporting Framework

12. *That a dedicated "Finance Committee" is established to strengthen the accountability for financial management by ensuring that appropriate oversight is being provided and that actions are being implemented through this committee.*
13. *That the business processes of NTDCS operational units are reviewed and properly documented in accordance with the comments in the Kernick Review of IOMS (2015). This should be done in consultation with the NTDCS Chief Information Officer.*
14. *That the business processes of other business units are also mapped and documented.*
15. *That where there is a real need for data/information stored on ad hoc databases that cannot be currently met by IOMS, the business units work with the Chief Information Officer to migrate to IOMS (or its replacement). If that is not feasible, sound business rules must be developed for any stand-alone system that is required. (Note: It would be helpful if the CIO had the imprimatur of the Commissioner to resolve this issue as a matter of urgency and to quality-manage any remaining (necessary) non-IOMS data bases.)*

Professional Standards Unit (PSU)

16. *That the PSU's role in staff misconduct investigations is limited to arranging for, and monitoring, local area investigations and providing "quality" control of processes and reporting. Exceptions to this rule would be allegations of misconduct which could, in the opinion of the Commissioner, have dire consequences for the NTDCS. Further training of field staff may be necessary to implement this recommendation.*

17. *That given the Ombudsman is an important NTDCS external stakeholder, and the conduit for a large proportion of complaints received by NTDCS, the complaints' function be transferred to the relevant Deputy Commissioner on the basis that he/she has authority over the operational business units (custodial, youth, community corrections, court cells, etc.) and that their standing within NTDCS would facilitate a closer working relationship with the Ombudsman.*

18. *That the staff drug testing program be taken over by Executive Director, Corporate and Strategic Services or outsourced to an appropriate private sector service provider.*

19. *That the PSU be tasked with investigating/reviewing all serious (major) operational incidents including, but not limited to:*

- *Deaths in custody, not limited to "unnatural deaths"*
- *Escapes and attempted escapes from custody*
- *Excessive use of force*
- *Riots and disturbances by prisoners/detainees*
- *Use of chemical agents on prisoners/detainees*
- *Drug overdoses*
- *Significant contraband finds*
- *Security system failures*
- *Fires causing damage*
- *Lost or missing firearms or other controlled equipment*

20. *That if considered necessary, the PSU is provided with external support, training and/or mentoring to enable it to conduct major incident investigations and to prepare reports on such incidents comparable to those produced in other jurisdictions.*

21. *That sufficient staff resources should be provided for the PSU to ensure it has the capacity to undertake an expanded investigations/reviews function together with its intelligence and other core responsibilities.*

22. *That consideration is given to renaming the PSU to better reflect its role within NTDCS as the current title suggests that it is only concerned with matters to do with staff misconduct, commonly associated with police "ethical standards commands".*

23. *That government provides additional funding to enable outsourcing of the drug testing of staff and appropriately staff the PSU.*

An Inspector of Correctional Services

24. *That the government consider creation of an Office of Inspector of Correctional Services in the Northern Territory to strengthen overall governance and accountability of the NTDCS, and that if agreed, the Inspector be independent of the Minister responsible for Correctional Services.*

Performance Monitoring

25. That NTDCS to establish a "Performance Monitoring Unit", as a direct report to the Deputy Commissioner, with responsibility for the development and management of a Key Performance Indicators (KPI) reporting system.

26. That NTDCS consider adopting some or all of Corrections Victoria Service Delivery Outcomes ("KPIs"), modified as necessary to the NT environment (e.g. Indigenous prisoners).

27. That NT Community Corrections KPIs (draft 2014) be progressed as a matter of importance and that process should take account of Corrections Victoria's community corrections SDOs where helpful.

28. That in order to avoid past problems with project management in NTDCS, the Chief Information Officer and the Director, Criminal Justice Research and Statistics Unit should be involved in the KPI development and implementation process from the outset and the project should be managed by the Deputy Commissioner.

Criminogenic Programs

29. That rehabilitation and reintegration of offenders are included as objectives in the Correctional Services Act 2014 to provide a meaningful context to legislation that appears to focus primarily on the administration of correctional facilities.

Custodial Policy and Procedures

30. That Custodial Operations Directives are reviewed to ensure they are accurate, assess and address organisational risk, and provide sufficient detail for consistent interpretation and implementation and to be seen as the NTDCS standard.

31. That terms used in all NTDCS documents/publications to describe persons managed or supervised by NTDCS comply with the definitions provided for in the Correctional Services Act 2014 and the Youth Justice Act 2016 i.e. terms such as 'inmate' and 'client' must not be used.

32. That Custodial Operations Directives are reviewed and updated on a regular basis to ensure currency and accuracy.

Classification of Prisoners

33. That a review is undertaken of the NTDCS prisoner classification system, including but not limited to, the use of a default classification structure and the definitions of each of the security ratings.

34. That case management involving Correctional Officers is introduced to increase their involvement in the management of prisoners and sentence management decisions.

35. That consideration is given to the creation of a unit, reporting to the Executive Director Programs and Services to oversight case management, sentence management and

to ratify the assignment of security ratings to prisoners to ensure consistency of practice and procedure within and between correctional centres.

Thoughtcare of Prisoners

36. That a Throughcare Framework is produced to guide the implementation of Throughcare in NTDCS.

37. That a Project Plan is developed for the implementation of Throughcare.

38. That NTDCS is funded to implement Throughcare, including any changes required to IOMS.

Correctional Officer Training

39. That the Executive Leadership Group decide on the manner in which Correctional Officers and Youth Justice Officers should interact with and manage inmates, and the manner in which operational staff should resolve incidents.

40. That the RTO review all current approved units in the Certificates III and IV in Correctional Practice in light of these decisions and the following recommendations to determine which units best meet the needs of the organisation, and then determine the course content based on national standards and best practice.

41. That the NTDCS Certificate III in Correctional Practice (Trainee Correctional Officer Training) is reviewed to ensure that the 6 elective units included in the syllabus will equip trainee Correctional Officers with skills that will assist the department to achieve its objectives in relation to the management of prisoners and reductions in re-offending.

42. That the content of all sessions in the NTDCS Trainee Correctional Officer course is reviewed to ensure that they address each of the elements and each of the performance criteria of each of the units included in the NTDCS Certificate 3 in Correctional Practice (Custodial).

43. That sessions that don't comply with the Industry specified elements and performance criteria are amended, and additional sessions included if necessary, to achieve compliance with the requirements for Certificate III in Correctional Administration.

44. That CSCSA009 Control Incidents Using Defensive Tactics is replaced with CSCSAS015 Manage Threatening Behaviour which provides skills more relevant to trainee Correctional Officers.

45. That practices and terms such as bull-ring and kill house are removed from the training syllabus.

46. That sessions on the management and supervision of offenders are prioritised in the syllabus over sessions such as use of force.

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47. *That NTDCS consider adding Mental Health First Aid and training in motivational interaction to the trainee Correctional Officer syllabus.*

48. *That the number of team building and similar sessions be reviewed to make the best use of available time for the recommended training in Mental Health First Aid and motivational interaction.*

49. *That NTDCS be funded for any increase in costs associated with the implementation of these recommendations.*

Drug Detector Dog Unit (DDDU)

50. *That the selection, assessment, procurement, training and accreditation of dogs for use in correctional centres is managed centrally.*

51. *That training of dog handlers is managed centrally.*

52. *That the DDDUs are monitored centrally to ensure compliance with standards and requirements.*

53. *That if not already the case, the units in the national Correctional Services Training Package relating to the selection, care and management of dogs are required for the accreditation of dog handlers.*

Complex Behaviour Unit

54. *That NTDCS make representations to government for the transfer of responsibility of the Complex Behaviour Unit to the Health Department, and for the Health Department to be allocated the funding to staff and operate the unit according to the commitment made in the response to the Senate Inquiry.*

Remote Community Health Care Model

55. *That the comments by the Commissioner of the Health Care and Community Services Complaints Commission are given consideration by the Commissioner, NTDCS and the NT Health Correctional Services Working Group*

56. *That the Commissioner, NTDCS and the NT Health Correctional Services Working Group give consideration to the comments by the Review Team that:*

- *In relation to the provision of primary healthcare to prisoners, the cooperation and progress at the correctional centre level should be monitored on an ongoing basis to ensure that gains made at the strategic level, are not lost at the operational level; and*
- *The remote community model does not give sufficient weight to the restrictions imposed on prisoners as they lose freedom of choice in relation to health care providers, and are unable to access an alternate provider if they experience significant delays in obtaining treatment.*

Clinical Support and Counselling Services

57. *That NTDCS and the Operations Manager, FMHS, Department of Health develop a service delivery model to manage the day-to-day ad hoc needs of prisoners accommodated at the Darwin and Alice Springs Correctional Centres.*

Peer Listener Scheme

58. *That the Peer Listener Scheme be reviewed to ensure:*

- *NTDCS takes full responsibility for the identification and support of prisoners with a mental illness, or those experiencing problems associated with adjustment to custody or personal relationships*
- *That correctional staff who become aware of prisoners experiencing difficulties maintain the confidentiality of that information and do not disclose that information to other prisoners and*
- *That no prisoners within the centre are expected or encouraged to assist in the management of other prisoners' mental health needs.*

59. *That the support provided by prisoners to other prisoners via the Peer Listener Scheme be confined to:*

- *Assisting new prisoners settle in and adjust to prison*
- *Providing general information about prison routines and processes and*
- *Assisting other prisoners identify staff contacts as needed.*

Work Camps

60. *That NTDCS engage an external practitioner or academic institution to undertake an evaluation of the work camp program and its effectiveness in reducing re-offending.*

61. *That if evaluated as effective in reducing re-offending, NTDCS expand the work camp program, exploring other models, to provide an appropriate custodial response for Indigenous prisoners.*

62. *That NTDCS review policy and procedures around industry placements for prisoners to ensure they are not exploited.*

Sexual Offender Programs

63. *That training to deliver the Sexual Offender Treatment Program and the Sex Offender Treatment Program/Responsibility Safety Victims and Plans Program is extended to include P2 psychologists to deliver the program alongside P3 senior psychologists as needed.*

64. *That the Sexual Offender Treatment Program and the Sex Offender Treatment Program/Responsibility Safety Victims and Plans Program are reinstated immediately at Darwin Correctional Centre and that prisoners who are assessed as suitable to undertake a sexual offender program, are made available to attend as required.*

65. *That the Sexual Offender Treatment Program and the Sex Offender Treatment Program/Responsibility Safety Victims and Plans Program be delivered as rolling group programs, rather than as a closed group programs, on an on-going basis.*

66. *That one sexual offender program to be reinstated at Alice Springs Correctional Centre by the end of 2016.*

67. *That the Sexual Offender Treatment Program and the Sex Offender Treatment Program/Responsibility Safety Victims and Plans Program be evaluated by an external practitioner or academic institution within the next 12 months, to assure the Northern Territory community that each program represents a valid and integrated treatment for Indigenous and non-Indigenous sexual offenders, in terms of program content and processes, staff training and supervision, and program intensity and dosage.*

Violent Offender Programs

68. *That both Violent Offender Treatment Program (VOTP) and the Violent Offender Treatment Program – Moderate (VOTP-Mod) be evaluated by an external practitioner or academic institution within the next 12 months, to assure the Northern Territory community that each program represents a valid and integrated treatment for both Indigenous and non-Indigenous violent offenders, in terms of program content and processes, staff training and supervision, and program intensity and dosage.*

69. *That NTDCS review: (1) the treatment needs of current prisoners sentenced for sexual or violent offences; (2) the scheduling of, and demand for, programs addressing low, moderate and high intensity treatment needs of prisoners sentenced for sexual and violent offences, and (3) strategies to maximise the retention of prisoners in programs designed to reduce risk of further violent or sexual offending.*

Substance Abuse Programs

70. *That the substance use treatment needs of all prisoners be assessed within two months of their reception into custody, to inform the scheduling of both educational and intensive treatment programs.*

71. *That as the Intensive Alcohol and Drug Program (IADP) and the Alcohol and Other Drugs Program (AOD) have not been evaluated it is recommended that both programs be evaluated by an external practitioner or academic institution within the next 12 months, to assure the Northern Territory community that each program represents a valid and integrated treatment for both Indigenous and non-Indigenous offenders with substance use treatment needs, in terms of program content and processes, staff training and supervision, and program intensity and dosage.*

General/Offence-related Programs

72. *That all sentenced prisoners serving more than three months imprisonment complete the Safe Sober Strong program prior to completing an offence-specific program such as a sexual offender program, violent offender program or substance abuse program.*

73. That NTDCS conduct a review of all programs and services delivered or provided by external agencies in the custodial environment, with a view to identifying those representing the greatest benefit to NTDCS in terms of contributing to a reduction in reoffending.

74. That NTDCS review its criteria for funding external agencies to deliver programs and services in the custodial environment, to ensure the following:

- All programs and services delivered by external agencies are evidence-based and have been developed to target criminogenic needs and factors associated with offending
- Any external non-Indigenous staff facilitating programs and services have completed accredited cultural competency training and
- All programs and services delivered by external agencies are reviewed bi-annually for pre and post program impact and effectiveness, best practice content and delivery processes, and cost effectiveness.

Darwin Correctional Precinct (DCP)

75. That NTDCS takes urgent action to address the sewage waste treatment facility at DCP so that it can meet the needs of the prisoner and staff population at DCP.

76. That the DCP is 're-commissioned in accordance with its true capabilities' as proposed by the Commissioner.

77. That concerted efforts are made as a matter of urgency to provide additional work, education and programs on a consistent basis to substantially increase the number of prisoners engaged in meaningful activities each day at DCP.

78. That DCP management reports the number of prisoners engaged in meaningful activity on a weekly basis so that progress can be monitored – on the principle that 'What gets measured gets done'.

79. That if the DCP is 're-commissioned in accordance with its true capabilities' as recommended elsewhere in this report, the issue of staff culture and commitment to modern therapeutic correctional practice within a secure environment is addressed in the re-commissioning plan.

DCP Elders Visiting Program

80. That NTDCS actively support and expand the Elders Visiting Program to meet the needs of the 85% Indigenous prison population.

81. That NTDCS recruits Elders with cultural authority who can support Indigenous prisoners, their rehabilitation and return to their community, as well as advise correctional staff on the preparation of culturally appropriate post release support plans so that Indigenous prisoners are better able to succeed on release from prison.

82. That NTDCS supports and appropriately remunerates Elders to undertake community capacity building, and post release support of prisoners.

DCP Female Prisoners

83. That suitable accommodation is found for female prisoners, separate from a male correctional centre.

84. That additional accommodation for female inmates is provided to address overcrowding. Consideration should be given to establishing Work Camps or other suitable accommodation for female prisoners who are classified at low or open levels.

85. That suitable accommodation is provided for children residing with their prisoner mothers. If possible this should be as domestic in style as can be achieved, and should provide a safe, grassed area for mothers to play with their children. (Guidance regarding the accommodation of children with their mothers in prison can be found in paragraphs 2.58-2.62 of the Standards Guidelines for Corrections in Australia (revised 2012).

86. That facilities suitable for babies' visits with their mothers are provided that include hygienic and comfortable spaces to breastfeed.

87. That female prisoners are provided with work that will provide them with marketable work skills, not just in service areas such as refurbishing headsets, cleaning and laundry which will limit their job opportunities and their futures.

88. That additional criminogenic programs, education, creative and cultural activities are provided so that all female prisoners can be actively engaged.

DCP High Security Prisoners

89. That the need for high security prisoners to be escorted within the DCP in handcuffs and/or by the IAT is reviewed.

90. That DCP take steps to engage high security prisoners in suitable activities, programs, education or work (as required to address their assessed needs).

DCP Non-custodial Staff

91. That the requirement for programs and services staff to be escorted while inside the correctional centre is removed so that they can perform their duties unhindered.

92. That if lack of security training is the reason for this requirement, a suitable short security induction program should be developed and delivered as a matter of urgency to all current, and future, non-custodial staff working in correctional centres.

DCP Visits

93. That the practice of making women who set off the metal detector at the DCP remove their bras or the underwire in their bras is discontinued immediately.

94. *That Prisoner visits are extended by the length of the delays experienced by visitors being processed into the DCP.*

DCP Chief Correctional Officers

95. *That the Security Group as described in the DCP Procedures Manual, should report to the Deputy Superintendent Security.*

96. *That the Chief Correctional Officer Operations should be made responsible for the Operations Sector expanded to include the Gatehouse Sector.*

97. *That the post of Chief Correctional Officer Security should be deleted (Note: interviews with stakeholders have provided no compelling reason for both the Chief Correctional Officer Security and the Chief Correctional Officer Operations positions to remain.)*

98. *That the Security Office as described in the DCP procedures manual, should be disbanded as it is not considered to add value to the security and good order of the correctional centre, and may distract senior Correctional Officers from their essential duties and responsibilities in the gatehouse, visits, sally port and central control room.*

99. *That the post of Senior Correctional Officer Security should remain if, and only if, the Immediate Action Team is maintained. In this case the Senior Correctional Officer Security should remain as the officer in charge of the Immediate Action Team, reporting to and receiving instructions from the Deputy Superintendent Security*

100. *That consideration should be given to deleting the post of Chief Correctional Officer Audits and Compliance as it appears to cut across the responsibilities of the Sector Managers, removing from them the responsibility to ensure that procedures are complied with, and duties performed correctly. Further, in the absence of key performance indicators for the operation and performance of the correctional centre, this position appears irrelevant.*

101. *That consideration should be given to deleting the post of Chief Correctional Officer Prisoner Reception Centre.*

102. *That the position of Chief Correctional Officer Misconduct should be deleted as it removes the responsibility of Sector Managers for maintaining discipline amongst the prisoners in their sector by 'outsourcing' the misconduct function to another officer who is not involved in the day to day management of the prisoner or of the officer reporting the misconduct.*

DCP Immediate Action Team

103. *That the need for an Immediate Action Team should be reviewed, and other options for providing a security response are explored.*

DCP Intelligence Unit

104. That the operations of the Intelligence Unit and its staffing are reviewed to identify possible efficiencies as covered above.

DCP Visits Centre

105. That the requirement for the Visits Officers to be redeployed to accommodation areas after 1600 hours is reviewed to identify if any efficiencies can be achieved.

DCP Accommodation Sector 5

106. That the Senior Correctional Officer Post (8 hours per day, 5 days per week) is deleted, and the associated funding put to better use within DCP or elsewhere within NTDCS.

DCP Prisoner Support Officers

107. That Aboriginal (Indigenous) Liaison Officer positions are reinstated at Darwin Correctional Centre, in recognition of their expertise and value in providing throughcare and other support to Indigenous prisoners who make up the majority of the prisoner population. Once reinstated, the Indigenous Liaison Officers must be strongly supported within DCP and at the departmental level to provide the support and connection to community so necessary for Indigenous prisoners.

DCP Sentence Management Team

108. That in order to assess the appropriateness of the Sentence Management Team staffing an analysis of the number of new receptions the Sentence Management Team have reviewed over the past 18 months, and the number of sentence management reviews they have completed, be conducted.

DCP Prison Industries

109. That the viability of prisoner work and industries programs as currently operated at DCP is reviewed as a matter of urgency.

110. That alternate methods of providing meaningful work, vocational training and employability skills are explored as a matter of urgency.

Darwin Court Security & Escorts

111. That a needs analysis is conducted of the court security and court escort functions and Prisoner Reception and Escorts at DCP to achieve the most efficient staffing model without adversely affecting the operation of either area.

ASCC Prisoner Accommodation

112. That new prisoner accommodation is provided at Alice Springs to address overcrowding, and/or existing prisoner accommodation is refurbished.

113. That all prisoner accommodation areas are provided with the number of toilets and showers sufficient for the number of prisoners.

114. That NTDCS is funded by Government to implement these recommendations.

ASCC Female Section

115. That suitable accommodation is found for female prisoners, separate from a male correctional centre.

116. That sufficient numbers of beds are provided to address overcrowding, and shower and toilet facilities are commensurate with the number of prisoners.

117. That suitable accommodation is provided for children residing with their prisoner mothers. If possible this should be as domestic in style as can be achieved, and should provide a safe, grassed area for mothers to play with their children.

118. That in the interim, the suitability of the accommodation for prisoner mothers and their infants/children at Alice Springs is reviewed.

119. That female prisoners are provided with work that will provide them with marketable work skills, not just in service areas such as cleaning and laundry which will limit their job opportunities and their futures.

120. That additional programs, education, creative and cultural activities are provided so that all female prisoners can be actively engaged.

121. That Directive 2.4.6 Inmate Mothers and their Children are reviewed to ensure that all risks are addressed in relation to approval for an infant/child to reside in prison with its mother, particularly risk assessments of the mother and other prisoners residing in the same accommodation area, and the prisoner carers nominated by the mother.

122. That a child advocate/expert is involved in the decision making around what is in the best interest of the child when requests for a child to be accommodated in prison with its mother are considered.

123. That additional funding is provided to NTDCS to implement these recommendations.

[REDACTED]

ASCC Specialist Chief Correctional Officer Posts

125. That the need for Chief Correctional Officer posts at Alice Springs Correctional Centre is reviewed on a similar basis to that recommended for DCP.

126. That in a review of staffing at Alice Springs Correctional Centre consideration is given to the following:

- The post of Chief Correctional Officer, Administration is a misuse of an experienced and trained Correctional Officer and should be deleted

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- *The three self-relieving Chief Correctional Officer positions should be deleted. They are considered to be unnecessary, as any relief component required is calculated within the FTE for the Chief Correctional Officer posts. Included as three separate posts of 8 hours per day, five days per week, these posts would be rostered as supernumerary every day that all other Chief Correctional Officers posts are filled. The inclusion of these posts will prevent Senior Correctional Officers from obtaining developmental opportunities to act in a higher capacity at Chief Correctional Officer rank, and Correctional Officers from obtaining experience as Senior Correctional Officers*
- *The Chief Correctional Officer Security post should be deleted*
- *The Operations Security/Gate Sector could be amalgamated with the Employment/Education Sector under the Chief Correctional Officer Operations*
- *The Intelligence Officers and the IAT should report to the Deputy Superintendent Security*
- *The posts of Senior Correctional Officer Security and Senior Correctional Officer Operations should be reviewed for deletion*
- *The need for an IAT should be reviewed, and alternate options for security response explored.*

ASCC Prison Industries

127. *That the viability of prisoner work and industries programs at Alice Springs Correctional Centre is reviewed as a matter of urgency.*

128. *That alternate methods of providing meaningful work, vocational training and employability skills are explored as a matter of urgency.*

NT Community Corrections (NTCC)

129. *That NTCC explores options for implementing an incentive-based system for the achievement of salary increments for operational staff.*

NTCC Business Plan

130. *That NTCC consider development of qualitative measures of success when supervising Indigenous offenders including outcomes such as increasing offenders' connection to community through partnerships with community agencies and groups, enhancing well-being and developing internal motivation to change their behaviour.*

NTCC Service Delivery Enhancements

131. *That the Community Corrections leadership team, in conjunction with Regional Managers, review the delegations, with a view to delegating greater HR and budget management authority to regional managers.*

132. *That NTDCS introduces a sexual offender maintenance program and a violent offender maintenance program to be implemented by Community Corrections for parolees, to ensure treatment gains made in custody transfer with them upon release. Additional funding should be provided to NTDCS for this purpose.*

133. That the following Community Corrections service enhancements are implemented:

- facilitation of programs (developed or purchased by NTDCS) for sexual and violent offenders under Community Corrections supervision on court orders or on parole,
- establishment of the role of Community Corrections Psychologist in Alice Springs, Palmerston and Casuarina offices, and
- the appointment of Probation and Parole Officers to remote communities who are from the community - where the community is amenable - to provide local supervision and support to offenders, and work with community members to develop Yolŋu Community Authorities, where appropriate.

Youth under Community Corrections Supervision

134. That the Northern Territory Adult Corrections and Youth Justice Services Commission include relevant NT Government and non- Government agencies in its consultation with Indigenous stakeholders to ensure a holistic approach to working with youth subject to court orders under its proposed Community Based Youth Supervision model.

135. That Community Corrections in Alice Springs, Darwin and Katherine be funded to provide youth under supervision in those areas with access to the Step-Up program (for youth) and the Safe Sober Strong program (for youth).

Family Violence Program

136. That the Family Violence Program is only delivered where, and when, two facilitators are available. In some instances local Elders or Respected Persons based in the communities could be appointed as the second facilitator.

137. That where the Family Violence Program includes people who are not subject to supervision orders NTCC should ensure that appropriate protocols are in place relating to their inclusion.

138. That the Family Violence Team is jointly supervised by the Indigenous Services and Community Engagement Unit and the Offender Services and Programs Unit, so as to enable targeted clinical supervision and training to be provided to program facilitators.

139. That consideration be give to licensing and accrediting community organisations to deliver the Family Violence Program in the community, with ongoing quality assurance by NTDCS.

Youth Detention (YD)

140. That a work value assessment is conducted of the salary levels of Youth Justice Officer positions to ensure that salaries are appropriate for the level of responsibility carried.

141. That NTDCS cease rostering Correctional Officers in youth detention centres and recruit sufficient numbers of female Youth Justice Officers to make a difference to the environment in the centres.

Don Dale Youth Detention Centre (DDYDC)

142. *That NTDCS explore alternatives to the detention of youth offenders at the DDYDC as a matter of urgency, so that the facility can be closed as soon as practicable.*

143. *That the practice of rostering Correctional Officers at DDYDC is discontinued as soon as practicable.*

144. *That Youth Justice Officer vacancies at DDYDC are filled as a matter of urgency.*

145. *That the process for medical assessment for youth detainees on reception is addressed as a matter of urgency to mitigate the serious risk that currently exists. Additional funding may be required.*

146. *That the post structure at Don Dale on the day and afternoon shifts is reviewed to ensure that it provides an adequate response capacity.*

Alice Springs Youth Detention Centre (ASYDC)

147. *That the approach taken at Alice Springs Youth Detention Centre to maintain at risk youth, and youth requiring placement in a "de-escalation" cell in the least restrictive environment possible, should be developed and documented as a practice guide for staff working in youth detention centres, and be included in the Youth Justice Officer training.*

148. *That the proposal for Alice Springs Youth Detention Centre to become self catering, as a program for youth be considered for approval and implementation.*

149. *That consideration be given to providing a suitable clinic at the centre to better meet the needs of Health staff and detainees.*

150. *That infrastructure inadequacies at the Alice Springs Youth Detention Centre be addressed as soon as practicable*

151. *That future planning for youth justice in the NTDCS takes into consideration the following extracts from a paper from the Centre on Early Adolescence:*

Research indicates that an effective juvenile justice system richly reinforces desirable behaviour. It clearly communicates expectations and rules and minimizes opportunities for youth to engage in problematic behaviour. Adults in an effective juvenile justice system consistently and fairly give negative consequences for rule infractions. However, an effective system also provides numerous opportunities for youth to engage in positive activities and creates meaningful roles for youth to build skills and motivation.

An effective juvenile justice system actively provides empirically titrated supervision to all youth in the system based on their risk for criminal behavior and their need - those diverted, those incarcerated, and those released.

An effective system works to build positive relationships between troubled youth and positive, caring, well-trained adults. It minimizes the congregation of juvenile offenders and separates high-risk youth from lower-risk youth.

It ensures that juvenile offenders, including lower-risk and first-time offenders, have appropriate levels of contact with well-trained adults rather than with other problematic peers. For example, lower-risk and a large majority of first-time offenders have better outcomes with lower levels of contact with the system, whereas higher-risk youth have better outcomes with a higher density of appropriate supervision and treatment. Finally, an effective juvenile justice system provides evidence-based services in mental health and substance abuse treatment, as well as effective academic and social skills development.

Action steps needed

Ensure that effective interventions are available for multi-problem youth and their families before they encounter the juvenile justice system. This includes providing evidence-based treatments for those whose primary problem is a mental health or substance abuse problem.

- *Reduce reliance on incarceration and other strategies that congregate juvenile offenders together. Instead, provide a full continuum of research-based, effective juvenile diversion options in the community as alternatives to incarceration.*
- *Focus juvenile justice responses and interventions on individuals' actual risk factors for criminal behavior and their need, rather than the traditional approach of focusing simply on the crime committed.*
- *Implement evidence-based rehabilitation and treatment practices for incarcerated youth, making sure that all youth involved in the juvenile justice system have access to evidence-based mental health and substance abuse treatment as needed, as well as to an appropriate public education. Support better and more effective family involvement by keeping incarcerated youth as close to home as possible.*

Youth Detention Centre Emergency Response Procedures

152. That Youth Detention Centre emergency procedures are reviewed to ensure that they are clear enough for even the most inexperienced of Youth Justice Officers to understand, and clearly delineate operational responsibilities without hindering a swift response.

Youth Justice Officer Training

153. That the NTDCS Certificate III in Correctional Practice (Trainee Youth Justice Officer) is reviewed to ensure that the six elective units included in the syllabus are the most appropriate, given the issues that have confronted NTDCS.

154. That the content of each of the sessions included in the Trainee Youth Justice Officer course is reviewed to ensure that they address each of the elements and each of the performance criteria for units in the NTDCS Certificate III in Correctional Practice (Trainee Youth Justice Officer Training).

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155. *That sessions that that don't comply with the Industry specified elements and performance criteria are amended, and new sessions included if necessary, to achieve compliance with the requirements for Certificate III in Correctional Administration (Youth Justice).*

156. *That CSCSA009 Control Incidents Using Defensive Tactics is replaced with CSCSAS015 Manage Threatening Behaviour which provides skills more relevant to trainee Youth Justice Officers.*

157. *That Sessions on motivational interaction are included in the Trainee Youth Justice Officer course.*

158. *That NTDCS expedite the delivery of the eight week classroom component of the Certificate III in Correctional Practice (Trainee Youth Justice Officer) so that the remainder of staff employed in the youth detention centres are appropriately trained.*

159. *That Youth Justice Officers are trained, and participate in the case management of detainees.*

YD Case Management Assessment and Throughcare Services

160. *That NTDCS and the Department of Children and Families consider an integrated approach to case management of young people in detention.*

YD Coordination of Forensic Mental Health Services

161. *That the Forensic Mental Health Service (Department of Health) as lead agent, develop a process of regular consultation with NTDCS case management officers and Department of Education teaching staff, to share diagnostic and treatment information, including any at-risk assessment and management information, to ensure the mental health needs of young people in detention are recognised and prioritised in all educational and programmatic interventions.*

YD Education of Young People in Detention

162. *That NTDCS, in conjunction with the Department of Education, restructure the delivery of educational classes at the Don Dale Youth Detention Centre according to age and educational level, to better meet the needs of detainees, and design security systems and procedures accordingly, around the new structure.*

YD Rehabilitation Programs

163. *That the Youth Justice Division (creation of which is recommended in this report) develop a 12-month plan for the delivery of rehabilitation programs across both youth detention centres and monitor detainee commencements and completions to ensure rehabilitation programs form a central plank in the delivery of services to youth in detention.*

YD Elders Visiting Program

164. *That following establishment of the recommended Youth Justice Division, the funding available, and organisational support, for the Elders Visiting Program is reviewed to*

ensure its continued priority at the Don Dale Youth Detention Centre and the Alice Springs Youth Detention Centre.

YD Alternatives to Detention

165. That NTDCS establish a working group to explore and assess the utility of alternative options to the detention of young people, for implementation in (1) the greater Darwin area, (2) Alice Springs area, and (3) in remote communities across the Northern Territory.

NTDCS Financial Management

166. That NTDCS establish a dedicated Finance Committee to effectively monitor the financial position of NTDCS and provide appropriate strategic financial advice to the Commissioner.

167. That the finance training needs for staff be identified and a training plan established to improve the skills of all staff with financial management responsibility.

Potential Future State for NTDCS

168. That as a first step for the Northern Territory Government to explore options for a holistic whole-of-government and community approach to the gross over representation of Indigenous people in the criminal justice system, NTDCS is funded to conduct a conference and workshop to envisage a future state for NTDCS, Indigenous and other government and non-government stakeholders where Indigenous people are empowered and working as part of the solution to this challenge.

The Cost of Recommended Changes and or Services Required to Improve the Effectiveness, Efficiency or Resource Utilisation to Deliver Services

169. That the Northern Territory Government agrees in principle to adopt a business planning approach for a whole-of-government and community approach to reduce Indigenous contact with the criminal justice system and the Territory's imprisonment rate and establish an Inter Departmental Committee (IDC) of relevant agencies.

170. That the Business Planning IDC's considerations are informed by outcomes of the conference and workshop recommended in this report to envisage a future state for the Northern Territory Adult Corrections and Youth Justice Services Commission, Indigenous and other government and non-government stakeholders where Indigenous people are empowered and working as part of the solution to the challenge of Indigenous contact with the criminal justice system and the Territory's imprisonment rate.

171. That subject to the recommendations in this report being adopted, NTDCS develops a budget submission for government consideration that identifies the total cost of recommendations, and prioritises the need for additional funding having regard to criteria of enhanced governance within NTDCS, public safety, duty of care to all people subject to NTDCS services and an overarching goal to reduce Indigenous contact with the criminal justice system and the Territory's imprisonment rate.

A Suggested Implementation/Change Strategy

172. That the key elements covered in this section of the report are taken into account in development of an implementation/change strategy.

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