



# PAROLE BOARD

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OF THE NORTHERN TERRITORY



## ANNUAL REPORT

### 2013



The Hon John Elferink MLA  
**Minister for Correctional Services**

I am pleased to provide this report on the activities of the Parole Board of the Northern Territory during the year ending 31 December 2013, in compliance with Section 3H of the *Parole of Prisoners Act*.

A handwritten signature in black ink, reading 'S. Southwood', with a stylized flourish at the end.

The Hon Justice Stephen Southwood  
**Chairperson**

### Purpose of the Annual Report

The purpose of this report is twofold, firstly to meet the statutory reporting requirements of the *Parole of Prisoners Act* as outlined in Section 3H. Further to this however, the Annual Report provides an opportunity to increase public awareness of the role of the Parole Board within the criminal justice system.

The Parole Board of the Northern Territory makes important decisions that affect the freedom of individuals and impact upon victims, their families and the communities into which offenders are released.

Members of the Parole Board take their responsibilities seriously and are committed to affording the public every opportunity to understand the process by which the Board arrives at its decisions.



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## YEAR IN REVIEW

### Chairperson's Message

I would like to thank all of the members of the Board and the secretariat for their good work during 2013.

914 matters were considered by the Board in 2013 including the applications of 287 prisoners who applied for parole for in 2013. 131 prisoners were released on parole and 66 parolees had their parole revoked. The majority of revocations were for parolees breaching their conditions parole.

Imprisonment rates and the level of recidivism for conditional breaches and re-offending in the Northern Territory continue to be very high by Australian standards. The deprived background of many prisoners and the dysfunction of a number of Aboriginal communities remain very significant contributors to these high rates of imprisonment and recidivism. To try and overcome these problems the Department of Correctional Services has continued to run work camps for prisoners and the Parole Board has been imposing conditions of parole which require parolees to seek out and maintain employment. Work camps have continued to ease the burden on the prison population of the major correctional centres and assist in preparing prisoners for parole by providing them with work skills and employment opportunities in the community. It is the experience of the Board that prisoners who are able to obtain and maintain employment are less likely to breach their conditions of parole and reoffend.

During 2013 there were seven parolees in the community who are serving a life sentence for the crime of murder. While two of these parolees had their parole revoked for conditional breaches, the

great majority of these parolees have been compliant with their conditions of parole, have been well managed in the community and are well on their way to being successfully reintegrated into the community.

The secretariat has continued to work on a number of important initiatives including submissions for increasing the size of the Board, moving from paper files to electronic files on iPads, developing a Policy and Instruction Manual for members of the Parole Board and preparing electronic and hard copy materials which explain the parole process and parole conditions in Aboriginal languages. A number of members of the Board started using iPads on a trial basis at the end of 2013 and it is anticipated that there will be a complete shift to iPads in 2014. This will save significant administrative costs.

NAAJA and CAALAS continued to provide considerable assistance to prisoners who are seeking parole. Both organisations both have continued to educate Aboriginal prisoners about parole, assist them to prepare their post release plans, assist them with their applications for parole and assist them with throughcare. The work done by NAAJA and CAALAS continues to be of great assistance to the Board.

It is important that parolees receive the maximum assistance that the community is able to provide so that they can manage the triggers that increase the risk of further offending and lead law abiding lives. The factors which assist a prisoner successfully being reintegrated into the community include a good management plan while they are in prison, access to appropriate rehabilitation courses and educational courses while in prison, assistance in developing realistic post

release plans prior to being released on parole, assistance with accommodation and employment after they are released from prison, access to rehabilitation programmes after they are released from prison and sufficient supervision from well trained and appropriately remunerated community corrections officers. These factors will be greatly enhanced once the construction of the new Darwin Correctional Precinct is completed. It is anticipated that prisoners who are granted parole from the new prison will be better

equipped to manage their affairs while on parole as they will be better educated and should have had meaningful work experience while in prison.

It is also important that the community understands the nature of parole and the need for prisoners to strictly comply with their conditions of parole. The understanding of parole of Aboriginal members of the community should be greatly enhanced once the language materials I have referred to become available.

## Statistics at a glance

Number of matters before the Parole Board	914
Number of distinct prisoners with matters before the Parole Board	432
Number of initial parole applications	287
Number of prisoners granted parole	131
Number of prisoners refused parole	80
Number of prisoners who declined parole	74
Number of parole orders revoked	66





## PROFILE

The Parole Board of the Northern Territory (the Board) is an independent statutory body established under Section 3A of the *Parole of Prisoners Act*. The Board consists of eighteen members who act free of political and bureaucratic influence to make decisions about the parole of prisoners in the best interests of the community as a whole, including the offender and the victim.

Parole is an important element of the criminal justice system as it allows prisoners to serve the balance of their sentence of imprisonment in the community, under supervision and on very strict conditions. The purpose of parole is to release prisoners into the community in a manner that provides support and increases their chances of becoming members of the community who are free of a criminal lifestyle.

The Board may:

- i. Grant a prisoner release on parole;
- ii. Deny a prisoner release on parole;
- iii. Defer consideration of a prisoner's application for parole until a later date;
- iv. Amend or vary a parole order;
- v. Revoke a parole order.

The Board makes decisions in relation to both adult and youth offenders and their jurisdiction extends to prisoners serving a sentence of life imprisonment for the crime of murder.

In addition to the standard conditions of parole, the Board has the power to impose additional conditions which it believes are necessary to support the offender and prevent re-offending. It may also give directions to the Chairperson for guidance about revocation of parole for either:

- a breach of a condition of parole; or
- offending committed by the parolee while on parole.

Decisions of the Parole Board by their very nature have the capacity to impact not only on individuals but on the broader community. Members of the Parole Board are aware of the trust that is placed in them and take the responsibility seriously.

Parole Board members are supported to fulfil their responsibilities by operational and administrative staff within the Northern Territory Department of Correctional Services.



## Expansion of the Parole Board

The number of matters before the Parole Board has experienced a steady and consistent increase since the Board first started operating in 1979.

A snapshot of data from the 2012 Annual Report indicates the number of business matters considered in 2001 was 412, 2006 was 482 and 2012 was 783.

The increase in business matters before the Parole Board can be attributed to a number of factors:

- the sharply rising number of offenders sentenced to terms of imprisonment has a direct effect on the number of prisoners eligible for parole.
- the advocacy work undertaken by aboriginal legal services in the prisons has increased understanding of parole and has provided prisoners with assistance including the preparation of submissions on their behalf.
- the commitment which members apply to their responsibilities means that matters may be deferred for a period of time whilst information is clarified or additional information is sought.

The Parole Board hears a number of different types of business matters pertaining to their statutory responsibilities under the *Parole of Prisoners Act*, only some of these matters relate to the assessment of applications from prisoners for release to parole. Other matters relate to activities essential to the management of parolees in the community, including the

assessment of breaches which may result in parolees being returned to prison.

In the Northern Territory it is the practice of the Parole Board to decide parole matters on the papers provided without the prisoner being present as a result meetings require substantial pre-reading by members. The increased workload and excessive preparation time required placed a strain upon members, particularly community members.

Increasing the membership of the Parole Board will allow for a new meeting model to be implemented where the Parole Board meets twice a month and considers a smaller number of matters. As a result the Chairperson and Secretary have added flexibility in the scheduling of meetings.

Legislative amendments to increase the number of members appointed to the Parole Board under Sections 3B (1)(c), (d), (e) and (f), were passed in October 2013. This will increase the total membership from 10 members to 18.

No changes to the constitution or quorum for meetings have been made, therefore members appointed under Section 3B (1) (d), (e) and (f) will still attend the same number of meetings.

There was also an amendment to allow the appointment of a proxy for the Director of Correctional Services who is a member at Section 3B(1)(b).



## Parole Board Members

Section 3B of the *Parole of Prisoners Act* stipulates that the Board must have 18 members who are to be:

- a) the Chief Justice or another Judge of the Supreme Court nominated by the Chief Justice; and
- b) the Director of Correctional Services; and
- c) 2 police officers nominated by the Commissioner of Police; and
- d) 2 persons, each of whom is –
  - i. a medical practitioner; or
  - ii. a person registered under the Health Practitioner Regulation National Law to practise in the psychology profession (other than as a student); and
- e) 2 persons, each of whom represents the interests of victims of crime; and
- f) 10 persons who reflect, as closely as possible, the composition of the community at large and include women and Aboriginals and Torres Strait Islanders.

Members described in subparagraphs (d), (e) or (f) above are appointed by the Administrator for three (3) year terms, are eligible for reappointment, and may resign their membership in writing to the Minister.

In the absence of a member appointed

under sub-sections (d), (e) or (f) the Minister may appoint a person to act as a member of the Board. In 2013 no members were appointed to act in positions on the Board.

The Chairperson of the Board:

- has responsibility for resolving questions of law; and
- a casting vote where votes are equal on questions to be determined by a majority of votes.

In 2013 the Board was chaired by Justice Stephen Southwood. Justice Judith Kelly and Justice Barr each acted in the place of Justice Southwood on one occasion.

2013 saw a number of changes in the membership of the Board.

The Board farewelled Jill Huck, Craig Lambert and Harold Howard, who reached end of their appointments. The Board thanks these members for their contribution over recent years. Three new community members, Mark McAdie, Len Notaras and Alasdair McGregor were appointed in June 2013.

Superintendent Andrew Pusterla commenced in January to replace Superintendent Don Fry as the police representative. Superintendent Robert Jordan and Superintendent Brett Prowse each acted in the place of the Police representative on one occasion.

Phil Brown acted in the place of Ken Middlebrook as the Commissioner on one occasion.

At the close of 2013, membership of the Board comprised:

<b>Justice Stephen Southwood</b>	Chairperson
<b>Mr Ken Middlebrook</b>	Commissioner, Northern Territory Department of Correctional Services
<b>Superintendent Andrew Pusterla</b>	NT Police representative
<b>Ms Susan Lowry</b>	Victims of Crime representative, Darwin
<b>Mr Paul Rysavy</b>	Psychologist, Darwin
<b>Mr John Flynn</b>	Darwin
<b>Ms Selina Holtze</b>	Nhulunbuy
<b>Mr Alasdair McGregor</b>	Darwin
<b>Mr Mark McAdie</b>	Darwin
<b>Mr Len Notaras</b>	Darwin

The remaining eight positions created by the amendments to the *Parole of Prisoners Act* will be filled in early 2014.



## Northern Territory Community Corrections

### Secretary

The Secretary of the Parole Board is a statutory role that is held by the Executive Director of Northern Territory Community Corrections. The Secretary provides administrative support and strategic advice to the Board.

Ms Tracy Luke is the Executive Director and held the role of Secretary throughout the year. Mr John Fattore acted in the place of Ms Luke on one occasion. Ms Luke commenced working as a probation and parole officer in 1998, she holds a Bachelor of Social Work and relocated to the Northern Territory in 2008 to undertake a management position with NT Community Corrections.

### Parole Board Secretariat

The parole board administrators have the primary responsibility for coordinating and providing all administrative support for the monthly meetings of the Board.

Administration of the activities of the Parole Board continues to increase as a result of:

- new practices designed to increase the application of procedural fairness; and
- an increasing number of matters being heard every month due to the rising number of prisoners.

## Parole Officers

The functions of parole officers under Section 3R of the *Parole of Prisoners Act* are to:

- supervise persons released on parole as assigned by the Parole Board;
- supervise persons who are mentally impaired and unfit for trial and are therefore made subject to a non-custodial supervision order within the meaning of Part IIA of the Criminal Code;
- prepare reports as required by the Parole Board;
- maintain case records and statistics as required by the Parole Board;
- carry out the directions of the Parole Board in relation to a parole order;
- investigate and make reports to the Parole Board on the employment and place of living available to each person applying for release on parole;
- to exercise the functions of a parole officer under the Serious Sex Offenders Act; and
- perform such other duties as directed by the Parole Board or the Chairperson.

Parole officers commence working with a prisoner eight months before they become eligible for parole. During this time the parole officer works closely with the prisoners, their family, communities and victims to ensure that Parole Board members are provided with comprehensive, timely and reliable information.



## UNDERSTANDING PAROLE

### The Non Parole Period

The *Sentencing Act* provides that a sentencing court may fix a non-parole period (NPP) for an offender who is sentenced to a term of imprisonment of at least twelve months.

The non-parole period set by the sentencing court stipulates the minimum time a prisoner must serve in custody before being eligible for release on parole. Contrary to other jurisdictions a prisoner does not have a right to be released on parole and is not automatically granted parole on the expiry of their non-parole period.

The Parole Board has full authority over the decision of if and when a prisoner is released on parole. The Board may decide a prisoner is not to be granted parole and should serve the whole of their sentence in prison.

### Parole Process

#### Arrangements for Board Meetings

There are several provisions in the *Parole of Prisoners Act* which govern the Board in making decisions regarding the release to or revocation of parole. There are additional requirements regarding the consideration for prisoners serving a term of life imprisonment for the crime of murder.

### LIFE IMPRISONMENT

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Meetings held quarterly

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Quorum requires the Chairperson and seven other members

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Decisions require a unanimous vote

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### ALL OTHER SENTENCES

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Meetings held monthly

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Quorum requires Chairperson and three other members

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Decisions require a majority vote

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### Matters considered at Board Meetings

Parole is a complex legal process; as such the Board may hear a number of different types of matters at each meeting. Some of the matter types considered by the Board are:

- applications for parole;
- Reports about breaches of parole (revocation reports or advice);
- Notifications that a parolee has completed their parole order;
- Reports providing updates on current parolees and their progress;
- Matters about prisoners declining parole;
- Applications for variations of parole conditions;
- Applications by parolees to travel interstate; and
- Applications by parolees to transfer interstate.

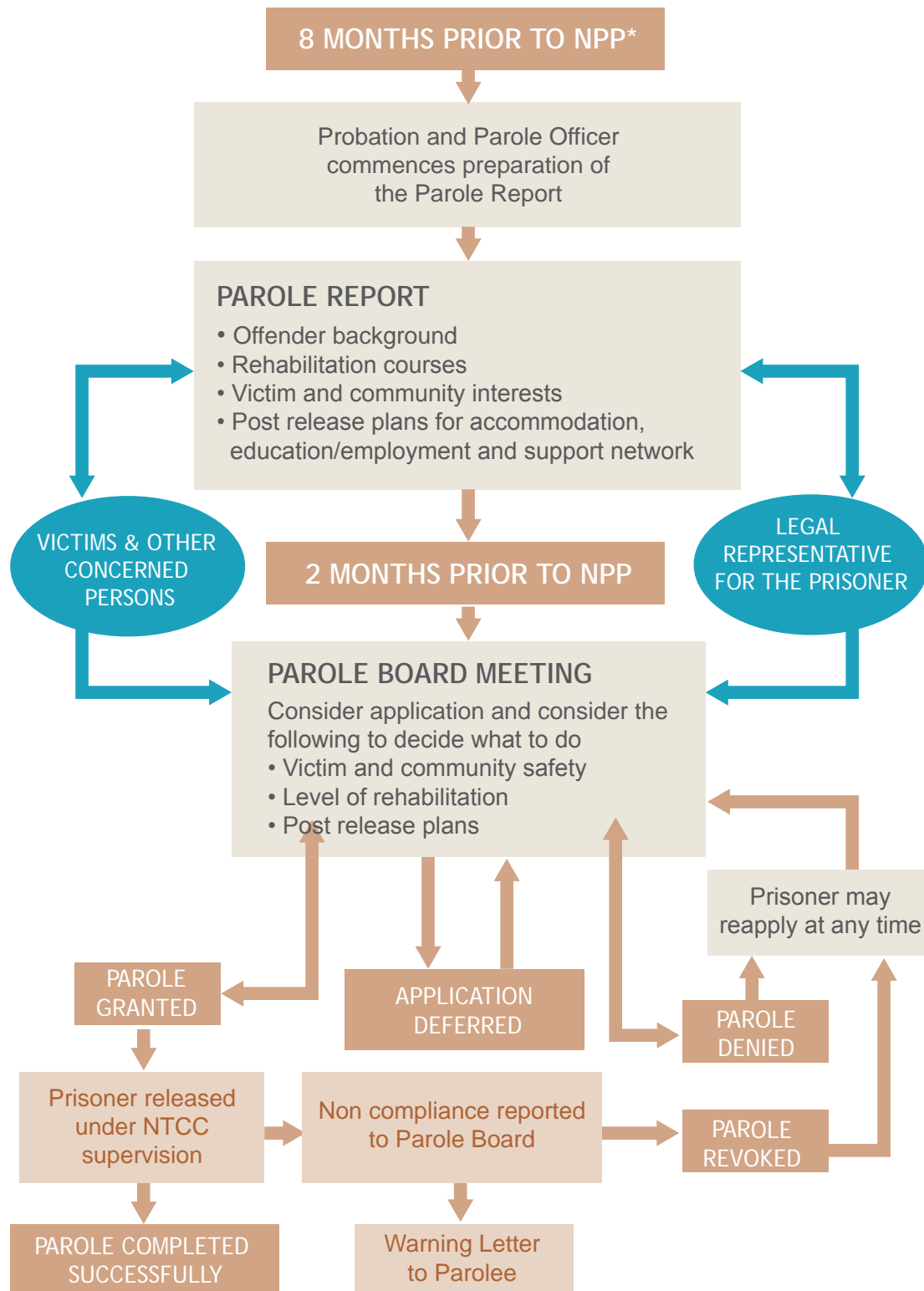
### Attendance of Prisoners at Board Hearings

It is the practice of the Board to decide parole matters on the papers without the prisoner being present. The Board is of the view that the materials received or obtained by the Board provide a fair and comprehensive basis to decide whether a prisoner should or should not be granted parole.

The Chairperson may require a prisoner to be brought before the Board pursuant to Section 3G of the *Parole of Prisoners Act*. In 2013, one prisoner appeared before the Board.

Either the prisoner or their legal representative may write to the Secretary of the Board requesting that the prisoner be required to attend their parole hearing. Applications are determined by the Chairperson after consultation with members of the Board.





*\*non-parole period (NPP)*

## Prisoners Serving a Life Sentence

When considering application for parole by prisoners serving a term of imprisonment for life for the crime of murder, the Board must have regard to the principle that the public interest is of primary importance and, in doing so, must give substantial weight to the following matters:

- a) The protection of the community as the paramount consideration;
- b) The likely effect of the prisoner's release on the victim's family;
- c) If the prisoner is an Aboriginal or Torres Strait Islander the likely effect of the prisoner's release on that community.

Section 3GB (4) of the *Parole of Prisoners Act* stipulates that the Board must give reasons for any decision or direction of the Board on a matter concerning a prisoner who is serving a term of imprisonment for murder and those reasons must be included in the record of its proceedings.

## Variation of Parole Conditions

The *Parole of Prisoners Act* Section 5(6) and (6AA) provide the Chairperson with the authority to amend a parole order by varying or revoking a condition at any time before the expiration of the order. Under Section 5(7) the variation does not take effect until the notice of the variation is given to the parolee.

Parole conditions may be varied or revoked because of the extent to which the parolee has succeeded in rehabilitating themselves in the community.

## Revocation of Parole Orders

Where a parolee has failed to comply with the conditions of their parole order the parole officer must prepare a report for the Board's consideration setting out the circumstances of the breach of parole.

A breach of parole may fall into one of two categories:

- Re-offending – this means that the parolee has committed a fresh offence whilst released on parole.
- Conditional – this means that the parolee has breached one of the conditions of their parole order.

The Chairperson has the authority to make a decision about the revocation of a parolee's parole order and issue an instrument of revocation under sections 5(6) and (6AA). However, it is the practice that where possible the Board consider recommendations about revocation at Board meetings. If a parole order is revoked the parolee is arrested by police and returned to prison.

Alternatively, the Board may request the Commissioner of Police to have a parolee who fails to comply with their parole conditions arrested and brought before the Court of Summary Jurisdiction for cancellation of the parole order. The parolee may then provide any reasons for non-compliance to the Court.



## Principles of Parole

When considering whether to release a prisoner on parole, the Board considers:

- the interests and safety of the community;
- the rights of the victim, including their families;
- the intentions of the sentencing authority;
- the needs of the prisoner; and
- whether the prisoner has recognised the error of their ways and is prepared to change their behaviour for the better.

In making their decision the Board takes into consideration a number of factors:

- The nature and circumstances of the offence(s);
- Comments made by the sentencing Judge when imposing sentence;
- The prisoner's criminal history and patterns of offending;
- The possibility of the prisoner re-offending while on parole and the likely nature of the re-offending;
- The risk of harm to the community and the victim;
- Release plans including accommodation and employment;

- Reports, assessments and recommendations made by a variety of professionals, including medical practitioners, psychiatrists, psychologists, custodial staff and/or community corrections officers;
- Rehabilitation courses undertaken by the prisoner;
- Education courses undertaken by the prisoner;
- Institutional reports in relation to the prisoner's behaviour while in prison;
- The security rating of the prisoner within the prison;
- Victim's safety, welfare and whereabouts;
- Representations made by the victim or by persons related to the victim;
- Submissions made by the prisoner, the prisoner's family, friends and any potential employers or any other relevant individuals;
- Submissions made by the legal representatives of the prisoner; and
- Whether the prisoner can be adequately supervised in the community under the standard conditions of parole or whether further parole conditions should be imposed.

These factors are a guideline only. The Board considers each case on its own merits.

The Board considers a range of material when deciding whether or not to release a prisoner to parole. The documentation will always include:

- A Parole Report prepared by the assigned parole officer;
- An Institutional Report prepared by staff of the Correctional Centre or Detention Centre where the prisoner or detainee is held;
- The facts of the prisoner's offending;
- A record of the prisoner's prior convictions; and
- A transcript of the Supreme Court sentencing remarks, if the prisoner was sentenced in that court.

The Board may also consider such other reports as are relevant for the individual case, including;

- Pre Sentence Reports;
- Psychological/psychiatric assessments and reports;
- Rehabilitation course assessments and reports including assessments and reports about Anger Management Courses, Sexual Offender Programs and the Indigenous Family Violent Offending Programs;
- Medical assessments and reports;
- Assessments and reports from substance misuse programs and treatment facilities;
- Legal submissions made on behalf of the prisoner;
- Letters and/or reports from interstate services;
- Letters from the prisoner or written on behalf of the prisoner; and
- Letters from the victim or victim's representative.



## Parole Conditions

The standard parole conditions attached to every Northern Territory parole order are:

- 1) the parolee must be of good behaviour and must not commit another offence during the period of the order;
- 2) the parolee shall be subject to supervision on parole of a parole officer, appointed in accordance with this parole order, and shall obey all reasonable directions of the parole officer appointed;
- 3) the parolee shall report to the parole officer, or other person nominated by the parole officer, in the manner and at the places and times directed by the officer and shall be available for interview at such times and places as a parole officer or nominee may from time to time direct;
- 4) the parolee shall not leave the Northern Territory without the written permission of the supervising parole officer;
- 5) the parolee shall enter into employment arranged or agreed upon by the parole officer and shall notify the parole officer of any intention to change employment before such change occurs or, if this is impracticable, then within such period after the change as may have been directed by the parole officer;
- 6) the parolee shall reside at an address arranged or agreed upon by the parole officer and shall notify the parole officer of any intention to change address before such change occurs or, if this is impracticable, then within such period after the change as may have been directed by the parole officer;
- 7) the parolee shall not associate with any person specified in a direction by the parole officer to the parolee;
- 8) the parolee shall not frequent or visit any place or district specified in a direction by the parole officer to the parolee.

The Board frequently places additional conditions upon the release of an offender, these conditions are tailored to maximise protection to the community, facilitate the prisoner's successful reintegration and reduce the risk of re-offending.

One of the purposes of placing conditions on parole is to address and manage factors that underlie the prisoner's offending behaviour, additional conditions often include:

- not consume or purchase alcohol;
- breath testing and urinalysis;
- no contact, directly or indirectly, with a victim or other specified person;
- residence at a specified community or outstation;
- participation in and completion of an assessment/treatment/counselling regime (residential or sessional attendance) e.g. alcohol programs, domestic violence programs, sex offender programs, psychiatric treatment;
- not consume a dangerous drug or abuse a prescribed substance that is lawfully obtained;
- not to engage in conduct that might lead to a domestic violence order being made; and
- accommodation curfew.

### Release Plans of Prisoners

Parole officers take considerable time to consult with prisoners about their release plans including proposed accommodation as it can be a pivotal factor in the success or failure of the prisoner's parole.

Reintegration into the community is a fragile process, during this time prisoners may require the support of State and Australian government agencies, family, friends and community.

Access to suitable accommodation is a vital part of re-integration into the community and can assist a prisoner to remain stable and abstain from the use of alcohol or other drugs

### Transfer of Parole Orders

The *Parole Orders (Transfer) Act* commenced in 1984 as part of a national scheme under which a parolee can transfer to another jurisdiction and have their parole order registered under the corresponding Act in that jurisdiction.

Upon registration of the parole order with the receiving jurisdiction the parolee ceases to have any connection with the originating jurisdiction. The parole order and original sentence are treated as though they were imposed in the receiving jurisdiction.

National Guidelines have been introduced to streamline the process of transferring offenders on community based supervision orders between Australian jurisdictions.



## Extradition

Extradition involves the return of an offender from another jurisdiction, this may happen in number of instances, including:

- When a parolee has left the Northern Territory without permission;
- When a parolee on authorised travel has;
  - failed to comply with parole conditions whilst interstate, or
  - committed further offences.

The Board may consider extradition of the parolee to the Northern Territory so the outstanding balance of their sentence of imprisonment can be served. Each case is considered on its merits.

## Victims of Crime

The Board is very cognisant of the rights of victims of crime as contained within the Northern Territory Charter for Victims of Crime and ensures the guiding principles are incorporated into practice and procedure.

Under the Charter the victim may apply in writing to the Secretary of the Board requesting:

- a direction be given to a prisoner not to approach them whilst on parole, and
- for advice about the outcome of any parole proceedings concerning the prisoner.

Parole officers liaise with the Victims of Crime Unit and Witness Assistance Service to ensure victim's concerns are taken into consideration throughout the parole process and that the victim is kept informed of any developments. Victim issues and concerns are frequently identified in reports prepared for the Board's consideration and may result in special conditions being added to a parole order to ensure the safety of the victim.

In 2013, one victim attended a Board meeting and provided a verbal submission in relation to a parole application.



## Supporting Indigenous Offenders

Northern Territory Department of Correctional Services has entered into formal arrangements with NAAJA and CAALAS to operate Prisoner Support Officers programs.

Under these arrangements the following occurs when a prisoner is a client of NAAJA or CAALAS:

- The Secretary of the Board provides the relevant Prisoner Support Officer with a copy of the letter they send to a prisoner, informing the prisoner of the decision of the Board about whether the prisoner has been granted parole or not. This means the Prisoner Support Officer can go through the letter with the prisoner and also obtain further information from the Secretary if necessary.
- Where the Board makes a decision about the parole of a prisoner which is contrary to the recommendation contained in the report of the parole officer a meeting may be held with the parole officer, the Prisoner Support Officer and the prisoner to discuss the Board's reasons for decision.

Both NAAJA and CAALAS have been advised that if the prisoner wishes to make an application to be present at the meeting of the Board which considers his or her application for parole, then this can be done by the Prisoner Support Officer and any such application will be considered on its merits. Further, NAAJA and CAALAS have been advised the Board will consider any written submissions that are made on behalf of a prisoner about parole.



## PERFORMANCE

### PAROLE APPLICATIONS

Number of initial Parole applications made in 2013	287
<b>Outcomes</b>	
- Parole applications granted	61 (21%)
- Parole applications undetermined	96 (34%)
- Parole applications refused	56 (19%)
- Prisoner declined parole	74 (26%)

### PAROLE APPLICATIONS FROM LIFERS

Number of parole applications heard	2
<b>Outcome of the initial hearing</b>	
- Parole applications granted	1 (50%)
- Parole applications refused	0 (0%)
- Parole applications undetermined (deferred)	1 (50%)
- Prisoner declined parole	0 (0%)

### PAROLE CONDITIONS VARIED

Number of parole orders varied	39
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### FREEDOM OF INFORMATION APPLICATIONS

Number of freedom of information applications	13
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## REVOCATION REPORTS

Number of revocation reports received by Parole Board	124
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### Outcomes

- Parole revoked by the Board	46	(37%)
- Parole revoked out of session (Chairman)	20	(16%)
- Warning letter sent	25	(20%)
- Stern warning letter sent	5	(4%)
- No Action	15	(12%)
- Request further information / deferred	6	(5%)
- Amend parole order	7	(6%)

## PAROLE ORDERS TRANSFERRED

Number of parole orders transferred	2
South Australia	1
Victoria	1

## BREACHES RESULTING IN REIMPRISONMENT

Number of breaches resulting in reimprisonment	80
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### Type of breach

- Conditional	64	(80%)
- Reoffending	16	(20%)



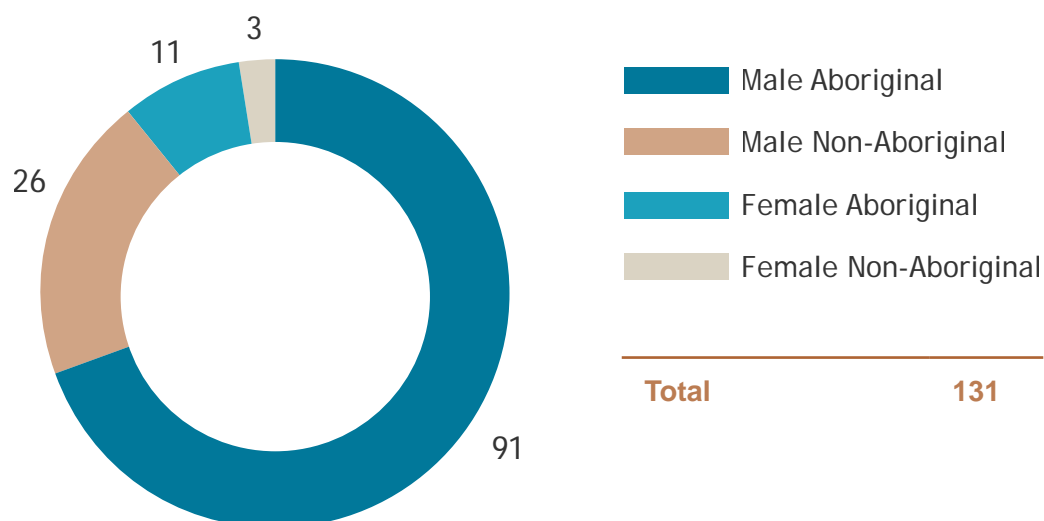
## ADDITIONAL PAROLE CONDITIONS SET

Non-consumption of Drugs	58
Non-consumption of Alcohol	112
Breath Testing	112
Urinalysis	57
Residence	
- Treatment/Program	66
- Community/Outstation	43
Counselling	
- Sex Offender Treatment	0
- General assessment, treatment and/or counselling	101
- other *	15
Nil Contact – Victim	63
Nil Contact – Children	3
Home Detention	0
Surveillance	30
Not to be subject to domestic violence order	51
Other **	48

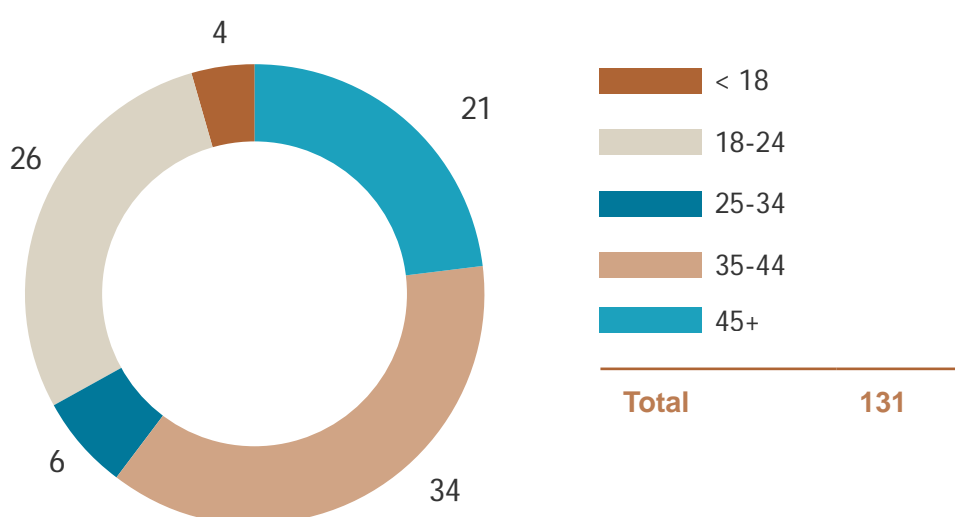
\* Includes: mental health counselling, specific anger management, drug and alcohol counselling, Family Violence Program

\*\* Includes: not visit specified communities; not to leave Australia; maintain employment; curfew; not possess firearm/prohibited weapon; not to associate with or harm certain persons.

## CHARACTERISTICS OF PRISONERS RELEASED TO PAROLE DURING 2013 BY SEX AND ABORIGINALITY

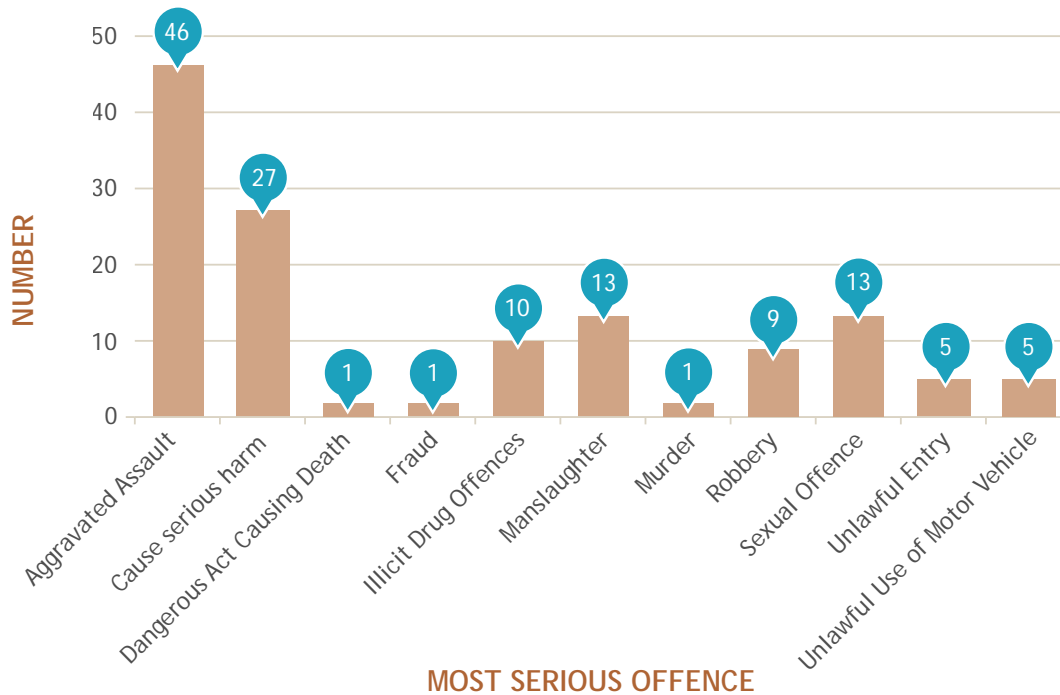


## PRISONERS RELEASED TO PAROLE DURING 2013 BY AGE

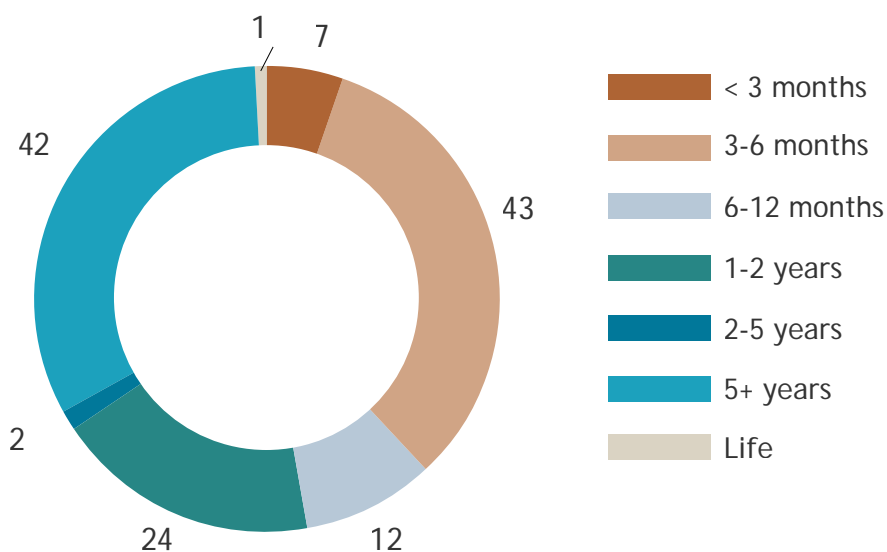




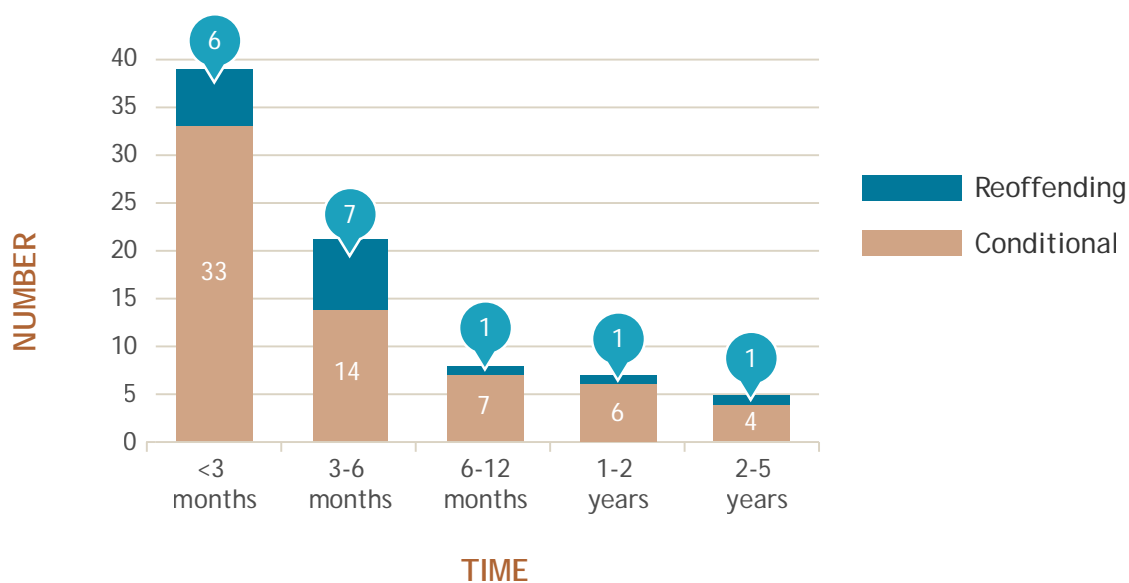
## PRISONERS RELEASED TO PAROLE DURING 2013 BY MOST SERIOUS OFFENCE



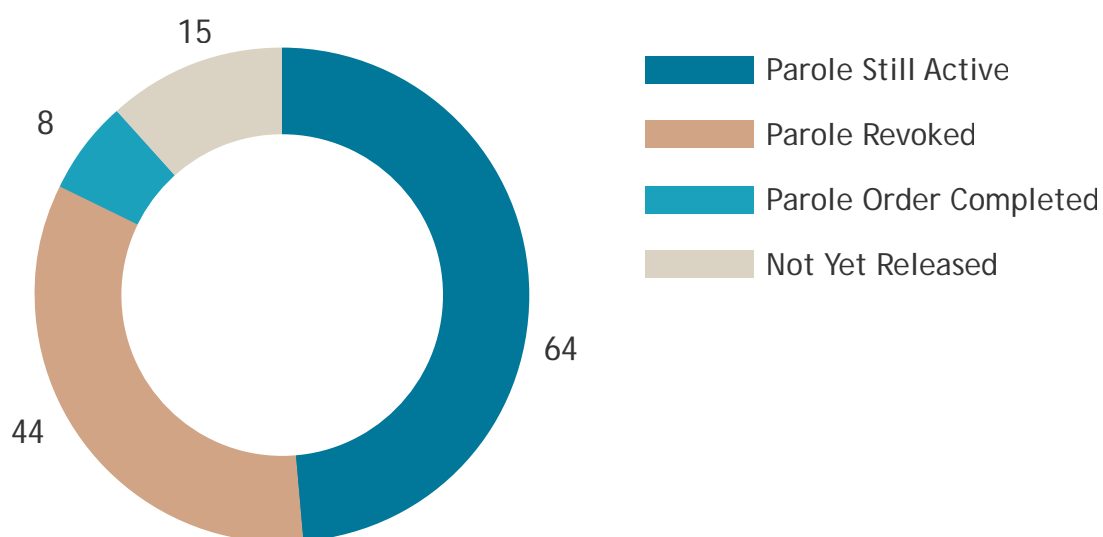
## LENGTH OF PAROLE FOR PRISONERS RELEASED TO PAROLE DURING 2013



### PERIOD ON PAROLE PRIOR TO BREACH - CONDITIONAL AND REOFFENDING 2013



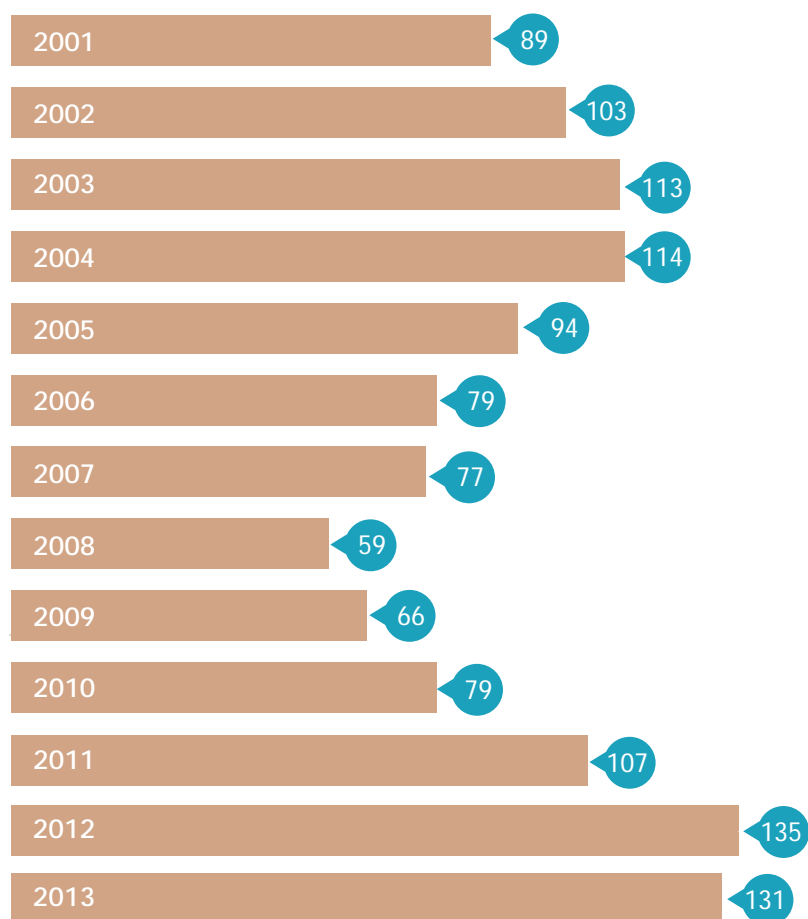
### OUTCOMES OF PRISONERS RELEASED TO PAROLE DURING 2013



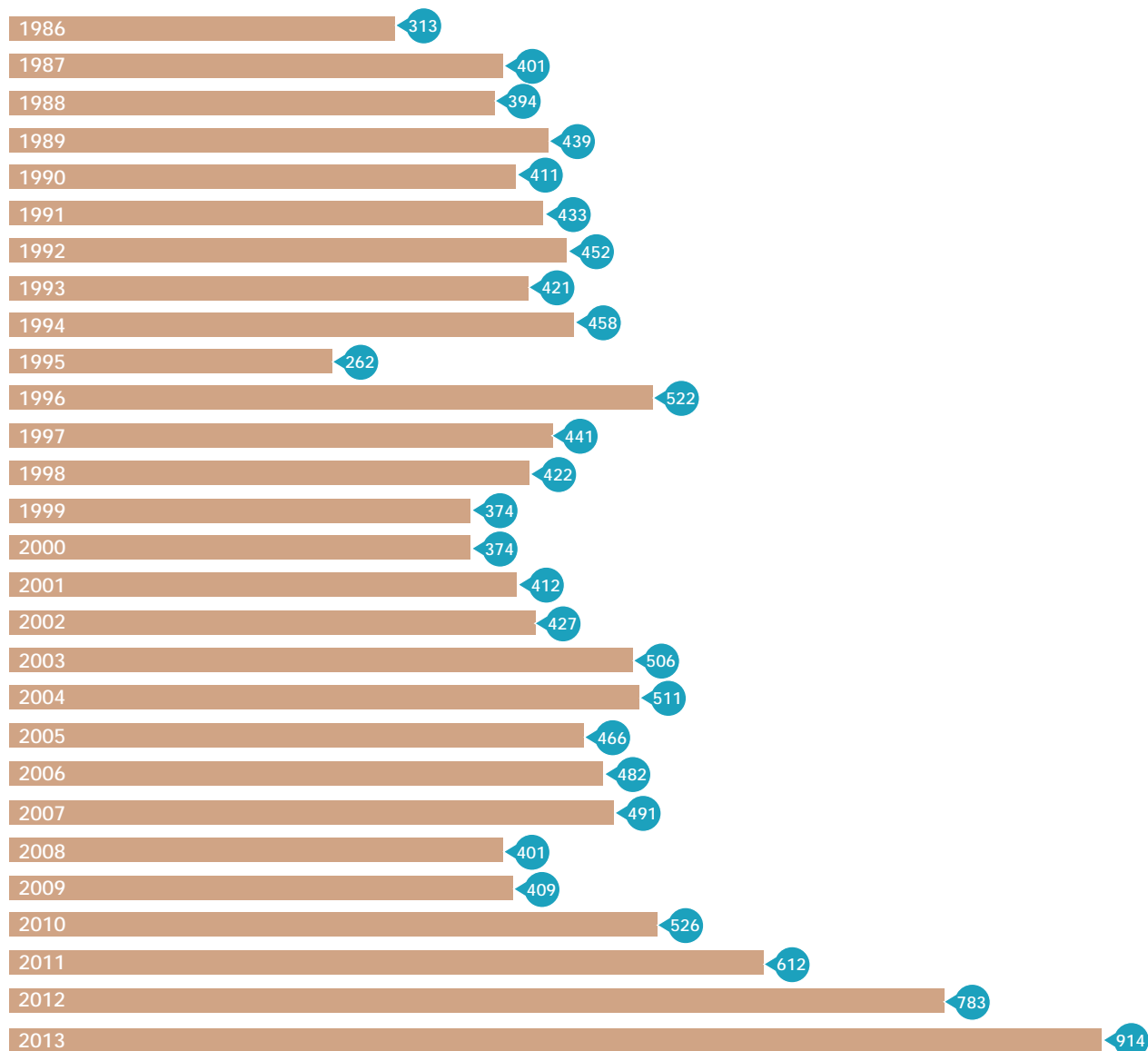




## PRISONERS RELEASED TO PAROLE 2001 - 2013



## ANNUAL TOTAL OF ITEMS OF BUSINESS 1986 - 2013





## PARTNERSHIPS

Offenders on parole face many re-integration barriers that place them at risk of re-offending, including difficulties securing accommodation and employment.

It is hoped that the partnerships developed such as NAAJA's through care program will compliment and supplement the through care provided by the Community Corrections Division.

The purpose of through care is to assist prisoners who are on parole to set realistic goals, identify appropriate support networks and maintain practical plans for re-integration in the community.

### North Australian Aboriginal Justice Agency (NAAJA)

NAAJA has established a Prison Support Officer Project and an Indigenous Through Care Project.

The Prison Support Officer Project started in September 2009. It has two Prison Support Officers who are based at the Darwin Correctional Centre. Their roles include:

- Supporting Aboriginal prisoners applying for parole by liaising between the prisoner and their parole officer and providing access to legal advice and representation.
- Providing some post-release support to selected Aboriginal prisoners leaving prison to reside in the Darwin region after serving an extended sentence

- Making referrals to the Darwin Correctional Centre's Prisoner Services for prisoners/prisoners with complex needs including substance abuse, mental health issues, homelessness and other non-vocational barriers to assist them prepare for release.
- NAAJA's Indigenous Through Care Project started in February 2010. It has four case managers who each provide case management to up to 15 Aboriginal clients. Their roles include:
- Accepting referrals of clients, including from the Darwin Correctional Centre, the NAAJA Prison Support Officer, external service providers or the family of Aboriginal prisoners
- Assessing the transitional needs of Aboriginal prisoners prior to their release, interviewing Aboriginal prisoners individually to determine their needs for rehabilitation, accommodation, family support and employment prospects
- Developing individual case management plans in partnership with the prisoners who will have identified their goals upon their release;
- Identifying relevant services that can be accessed to achieve their transitional goals upon release
- Working in partnership with key stakeholders to provide the essential services to contribute to the success of transition from prison back into the community. These include community groups and government agencies.

## Central Australian Aboriginal Legal Aid Service (CAALAS)

In 2011 Northern Territory Correctional Services worked with CAALAS to develop a Memorandum of Understanding to guide two programs:

- Prisoner Support Program; and
- Youth Justice Advocacy Project.

The Memorandum of Understanding was signed and came into effect on 23 March 2012. The objectives of the Prisoners Support Program are:

- Assist Aboriginal prisoners to understand parole by explaining the process of parole and the role of NTCC and the Parole Board.
- Assist Aboriginal prisoners to successfully obtain and complete parole by:
  - a) Raising their awareness of the factors contributing to their offending behaviours; and
  - b) Helping them identify relevant rehabilitative programs to be completed while in custody and upon release.

- Assist Aboriginal prisoners to develop viable post-release plans with due consideration for community safety and the position of victims of crime in the criminal justice system. Where appropriate, the PSP will prepare submissions to the Parole Board of the NT on behalf of clients who are seeking parole.

Throughout 2013, CAALAS has worked closely with NTCS and the Board to:

- help prisoners develop suitable release plans and provide them with support in the community; and
- the Parole Board have received an increasing number of submissions from CAALAS on behalf of prisoners.



## PROJECTS

### Taking the Parole Board Paperless

Work commenced in late 2011 into researching options to electronically manage parole board meetings and deliver documents to members.

In 2012 work focussed on the outcomes of a business process review that looked at streamlining business processes for the Parole Board. This involved making significant changes to the Integrated Offender Management System (IOMS) to support the move to electronic management of Parole Board meetings.

In 2013 the development, testing and implementation of the remaining IOMS enhancements was completed and the primary focus of the project moved to eScribe. Significant work was undertaken with the developers and key stakeholders to support the introduction of the product into the NT Government environment.

Work also continued on developing the business requirements of the Parole Board in relation to eScribe particularly; establishing the links with IOMS and resolving questions around structure, performance and capacity.

In preparation for the move to electronic files, existing hard copy files had been scanned to be uploaded to IOMS to ensure the electronic file was complete.

The scanned documents were audited prior to uploading to ensure only relevant

documents were put into IOMS and to minimise the risk of duplications. A small number of documents were uploaded in October 2013 to test the process and when auditing was completed in November the remainder of the files were uploaded.

eScribe was initially trialled by a select group of members in October and November 2013 before going live for all members in December 2013. Members were provided with a one on one training session to assist them in learning the product and on-site support was also made available at the meeting.

Members will continue to get hard copy files for the January and February 2014 meetings whilst we transition to the new system, but it is intended that these will be the final meetings that paper files will be available.

## Development of Aboriginal Language Resources

This project emerged as a result of feedback from key stakeholders, internal and external, expressing concern about the level of understanding of community based orders, their conditions and the role of the parole officer.

In 2012 the first phase of this project was undertaken with the conduct of consultation and market research. The aim of the first phase was to determine the types of tools that would be useful in building understanding and provide a plan for development of resources.

In early 2013 a Scope of Work was finalised for the second phase of the work which was to focus on the development and testing of resources. The importance of testing and solid research principles was highlighted to ensure that the resources convey the correct information to users.

The project aims to have a range of audio resources available in five indigenous languages that can be adapted for multiple uses. In order to achieve this base resources need to first be developed and tested, these are:

- translation of 16 conditions, eight of which are the core conditions on a parole order; and
- development of resources including, fact sheets (written and audio), wallet cards and a story.

These resources will be able to be adapted to different formats and may be used in talking books or iPad applications. Resources will be made available to other government agencies and non-government organisations for use with their clients as they deem appropriate.

The resources are a tool to assist in increasing understanding amongst offenders, their families and communities; they are not designed to replace the case management work undertaken by the Probation and Parole Officer.

The resources have a broad scope covering all community based orders; there are a number of elements that will target parole specifically:

- fact sheets on Parole Order and Applying for Parole;
- translation of conditions relevant to Parole, including eight core conditions;
- development of a parole specific story.

After negotiation with the consultant Creative Territory we were able to expand the project to include eight languages.

In August 2013 a workshop was held with approximately 20 participants to discuss elements of the story and ensure that it remains real and relevant for the intended users.

Work is continuing to finalise the content of the fact sheets and story. In 2014 work will focus on the translations, development of artwork and testing.



## Parole Board Members Manual

In June 2013, under the direction of the Chairperson, Community Corrections commenced development of a Manual for Parole Board members.

The purpose of the Manual is to:

- Maintain and enhance the quality of decision making and management of parole matters by the Board;
- Provide a detailed description of the legislative, administrative and enforcement framework in which the Board members are required to operate;
- Maintain the high ethical standards that have been adopted and followed by the Board;
- Explain the procedure which is followed when a prisoner applies for parole;
- Delineate the decision making framework, which emphasises community safety; and
- Increase the transparency and accountability of the Board's decision making process and support probation and parole officers, other stakeholders and educate the members of the public.

The Manual was prepared as a collaborative exercise with sections being written by relevant parties who hold particular expertise and knowledge.

At the workshop held on 21 September 2013 over two hours was spent with members comprehensively reviewing the manual and receiving feedback to ensure that the manual met the objectives and the needs of members. As a result of the feedback received a number of changes were required of the manual.

The final draft of the manual will be sent to the Chairperson in the new year for final approval before being sent to the designers for formatting.



## Training Workshop

Training workshops are an essential element of the professional development of Parole Board members.

Workshops provide an opportunity to:

- share information about current developments in the Department that impact on prisoners;
- deliver training and share information on contemporary practices and research in relation to offender management and the work of the Parole Board; and
- receive feedback from members on the current operations of the Parole Board and any matters that may be of concern for them.

A full day workshop was held on 21 September 2013 and all members were in attendance. Topics included on the day's agenda were:

- Serious Sex Offender legislation;
- Prisoner Programs;
- Structured Decision Making Model and feedback from the APAI conference;
- Review of the Victorian Parole Board;
- Draft Parole Board Manual;
- Training in use of eScribe for electronic file delivery; and
- Consistency of decisions.



## AUSTRALASIAN PAROLE AUTHORITIES CONFERENCE 2014

The Australasian Parole Authorities Conference (APAC) is held annually and is hosted by different States and Territories each year, with attendees from across Australia and New Zealand. The conference is intended to allow attendees to exchange ideas and information concerning current issues regarding parole.

The aim of the annual conference is to facilitate proactive discussion between parole authorities in order to determine both best practice and innovative ways of addressing emerging common issues.

In addition to the presentation of academic papers, the conference offers traditional opportunities for those involved in the criminal justice system to network and share practices and evolution of policy.

During 2013 representatives from the Northern Territory Department of Corrections and the Parole Board of the Northern Territory attended the Australasian Parole Authorities conference held in Perth, 30 October – 1 November 2013.

The theme of the conference was 'Innovation Towards Rehabilitation and Reintegration'.

The two jurisdictions that had yet to host the annual conference included the Northern Territory and Tasmania. The Parole Board of the Northern Territory agreed to host the conference for 2014.

The Parole Board of the Northern Territory began the process of engaging a consultant to assist with the planning and delivery of the conference. The outcome of the tender process saw local company Agentur win the contract. Both Managing Directors of Agentur, Marijana Tadic and Britta Decker have begun working with members from Community Corrections and the Parole Board for the Northern Territory.

The conference has been scheduled for 15 – 17 October 2014 and will be held at the Darwin Convention Centre with the overarching theme 'Throughcare & Community'.

Further details on the conference can be found on the Australasian Parole Authorities 2014 Conference website: [www.apac2014.com.au](http://www.apac2014.com.au)





## CONTACT DETAILS

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**PAROLE BOARD**  
OF THE NORTHERN TERRITORY