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Reducing reoffending - 10% by 2020

## Strategic Policy Panel Report

A safer community by reducing  
reoffending: **10% by 2020**



Government of South Australia  
Department for Correctional Services



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## Acknowledgement of Country

The Panel members would like to preface this report with an acknowledgement of country. All meetings were held in Adelaide and at each meeting the Chair, on behalf of the Panel, made an acknowledgement of the traditional owners.

The Panel members would like to acknowledge the land that they met on in the development of the Report as the traditional lands of the Kaurna people and that they respect their spiritual relationship with their country. They also acknowledge the Kaurna people as the custodians of the Adelaide region and that their cultural and heritage beliefs are still as important to the living Kaurna people today.

The Panel members would also like to pay respects to the cultural authority of Aboriginal people from other areas of South Australia and Australia who have contributed to the development of the Report and who will be involved in or impacted by the delivery of its recommendations.



## Foreword from the Chair

I am honoured to present the *Reducing Reoffending: 10% by 2020 Strategic Policy Panel Report* and its recommendations to the South Australian Government.

Over the last four months, the Strategic Policy Panel has worked tirelessly to understand the challenges facing the South Australian correctional system and review opportunities that may assist in achieving the target of reduced reoffending.

The 10% by 2020 target is an ambitious target to strive for. Setting such a target, one that represents a material reduction in the South Australian rate of reoffending, will lead to safer communities.

From the outset, community safety has remained of paramount importance in the crafting of each of our recommendations.

We know that, in South Australia, incarceration rates have been steadily increasing over a prolonged period while the rate of crime has decreased. No one wants to see that trend reversed.

We also know that two thirds of all crimes are committed by reoffenders. If we reduce the rate of reoffending we will reduce crime, resulting in fewer victims and a safer community for all South Australians.

Throughout this process, the Panel has engaged with the community, business, government and non government sectors, prisoners, staff and others. We sought evidence based solutions, and partnered with Flinders University and Business SA to conduct research focusing on employment and industry pathways for offenders.

The result is a case-management approach for reducing reoffending, underpinned by six strategy areas. Our focus begins from the moment a person enters the correctional services system and continues after they have been released back into the community.

We believe the recommendations contained in this report are achievable. In implementing the recommendations, we urge government, its departments and agencies, to set clear, measurable targets and timeframes for implementation, to ensure that they are achieved.



Nyunggai Warren Stephen Mundine AO



## Strategic Policy Panel Members

### Endorsement

This Report is signed and endorsed by:

Mr Nyunggai Warren Mundine AO, Chair

Dr Lynn Arnold AO

Ms Amanda Blair

Emeritus Professor Anne Edwards AO

Mrs Nikki Govan

Mr Mal Hyde AO APM OStJ

Mr Michael O'Connell APM

## Strategic Policy Panel Members

Mr Nyunggai Warren  
Mundine AO, Chair



**Mr Mundine is a highly respected and influential businessman, political strategist and Indigenous**

**advocate.** His life and career have been shaped by a personal commitment to community and economic development for Indigenous people and Australia. He has 40 years' experience working in the public, private and community sectors.

Mr Mundine is the Managing Director of Nyungga Black Group, Chair of the Prime Minister's Indigenous Advisory Board, and is a director of several commercial and charitable boards. More recently he was the CEO and Executive Chairman of GenerationOne. Prior to this he was the CEO of NTSCorp Ltd. for nine years and National President of the Australian Labor Party.

Mr. Mundine has Honorary Life Membership of the NSW Local Government Aboriginal Network and has been awarded the Centenary Medal for services to the community and local government and the Bennelong Medal for Leadership in Indigenous Affairs. In June 2016, Mr. Mundine was named an Officer in the General Division of the Order of Australia as part of the 2016 Queen's Birthday Honours. He is a Doctor of the University (honoris causa) from the Southern Cross University for services to the community, business and local government and an Alan McGregor Fellow of the Centre for Independent Studies.

Dr Lynn Arnold AO



**Dr Lynn Arnold, AO is an Anglican priest and a former Premier of South Australia.**

Entering Parliament as member for Salisbury on 15 September 1979, Dr Arnold was member of Parliament representing the western part of Salisbury and surrounding areas for 15 years. In addition to his work representing the local community, Dr Arnold also served as Minister for various portfolios including Education before being Premier.

Dr Arnold was Chief Executive of the humanitarian organisation World Vision Australia from 1997 until 2003. In 2003 he was appointed Regional Vice President of World Vision International for the Asia Pacific Region. In August 2003 Lynn Arnold received a PhD from the University of Adelaide. In October 2006 he was appointed Senior Director (Board Development & Peer Review) for World Vision International. Dr Arnold was also National Patron for Prison Fellowship Australia from 2012–2016 and has been Justice Advocate for Second Chances here in South Australia since 2013.

Dr Arnold served as Chief Executive of Anglicare SA from March 2008 to June 2012. In December 2014 he was ordained priest in St Peter's Cathedral, Adelaide.

Ms Amanda Blair



**A much loved South Australian, Amanda Blair wears many hats.** Board member, charity worker,

columnist and social justice advocate.

She is currently on the Board of The Independent Gambling Authority, The South Australian Housing Trust, Nature Play SA and until recently was the Co-Chair of the Premier's Council For Women. She previously sat on the Social Inclusion Board and the Adelaide Festival Board, the Suicide Prevention Strategy group and was a founding member of the Contemporary Collectors at the Art Gallery of South Australia.

In 2011, she won the St Mary of the Cross MacKillop Award for outstanding contribution to the Media from Archbishop Philip Wilson and is the only South Australian to win the prestigious MO award for Best Live Show in Australia. Her individual fundraising efforts have raised over 1 million dollars. In 2003–2004 she ran a recreational program at the Adelaide Women's Prison.

Ms Blair is the Ambassador for the Hutt Street Centre, Time For Kids, The Bedford Group and Foundation Shine and the Northern Domestic Violence Service. She also is the proud creator of Dulcie's Shop of Real Opportunity, which is believed to be Australia's first travelling op-shop on wheels raising money for homeless services. Amanda works regularly as a keynote speaker and MC for corporate and charity events and is the lead columnist for the iconic Australian Women's Weekly magazine which is read by 2.5 million people each month.

## Emeritus Professor Anne Edwards AO



**Professor Anne R. Edwards was Vice-Chancellor of Flinders University, Adelaide**

### Australia from 2001 to 2007.

Professor Edwards is a sociologist whose research interests cover the fields of public policy, theories of the state, power and social control, women and gender, youth and ageing. Professor Edwards has been board member of various organisations, The Australian Centre for Social Innovation, the SA Premier's Council for Women, and is President of COTA SA.

In 2013, Professor Edwards took up the position of inaugural Chair of the Board of Australia's National Research Organisation for Women's Safety, ANROWS, the research centre established by all Australian governments as part of the National Plan to reduce violence against women and their children.

## Mrs Nikki Govan



**Mrs Nikki Govan is Deputy Chair Business SA, the South Australian Chamber of Commerce**

**& Industry; she also owns and manages the nationally renowned Star of Greece restaurant in Port Willunga.**

Mrs Govan has an impressive pedigree in destination marketing in Melbourne and Adelaide, has developed several start-up ventures and has extensive experience in business, membership and the not-for-profit sector.

For many years, she ran her own marketing company See More

Solutions (a play on her maiden name of Seymour-Smith) with clients that included Southcorp Wines, Department of Trade and Economic Development, Novotel Barossa Valley Resort, Magic Millions and BHP Building Products.

Mrs Govan has served on a number of boards including the Technology Industry Association, Australian Red Cross (SA), Volleyball SA, South Australian Motorsport Board, Fleurieu Food Board and the Adelaide Convention and Tourism Authority.

She has also lectured at Adelaide Institute of TAFE and Le Cordon Bleu.

## Mr Mal Hyde AO APM OSTJ



**Former Commissioner Hyde spent the first part of his policing career with the Victoria Police, joining**

**them in 1967 and rising to the rank of Deputy Commissioner in 1994.**

On 10 February 1997, Mr Hyde was appointed as Commissioner, South Australia Police.

Through his time as Commissioner, Mr Hyde maintained an agenda of reform to ensure that police services were contemporary and of the highest standard. At a national level, former Commissioner Hyde took a leading role in current issues, particularly illicit drug use and electronic crime. He held this office until his retirement from policing in July 2012, serving for 15 years as South Australia's Commissioner of Police.

Mr Hyde has a Law Degree with First Class Honours and a Master of Business Administration. In 1996 he was awarded the Australian Police Medal and in 2008 was made an Officer in the Order of Australia.

Since retiring, he has been actively involved in community affairs, including participating on boards for a number of charitable and not-for-profit organisations.

Mr Hyde has also been engaged by a number of Governments to advise on and examine matters of public interest, such as emergency management of bushfires, child sexual abuse and community safety on public transport.

## Mr Michael O'Connell APM



**Mr Michael O'Connell is the current Commissioner for Victims' Rights.**

Before his appointment

as Commissioner, Mr O'Connell was South Australia's first Victims of Crime Co-ordinator. Previously, he served for over 20 years as a police officer during which he was the inaugural Victim Impact Statement Co-ordinator.

Mr O'Connell co-chairs the National Victims of Crime Working Group, which developed the National Framework on Victims' Rights and Victim Assistance. He is also a member of the Sentencing Advisory Council in South Australia. He lectures on victimology, crime prevention and criminal justice, and he writes articles and chapters in these disciplines.

In 1995, he was awarded the Australia Police Medal for his work to advance the interests of victims of crime. Mr O'Connell was a finalist in the South Australia division of Australian of the Year in 2004; and in 2010 Victim Support Australasia presented him their national award for his work advancing victims' rights and victimology in Australia.

Mr O'Connell is an Australia Day Ambassador and a White Ribbon Ambassador.

## Aboriginal Reference Group Members

Cheryl Axleby, CEO, Aboriginal Legal Rights Movement Inc.



**Cheryl Axleby is a proud Narungga woman with family ties across South Australia and is the current Chief Executive Officer of the Aboriginal Legal Rights Movement Incorporated.**

Cheryl's current positions held include: Board member of Seeds

Of Affinity, Reconciliation SA, an active member of the Justice Re-investment SA Working Group, and member of the SA Coalition for Social Justice.

Cheryl has 25 years' experience working within the Law and Justice portfolio and has held the position of Chairperson of the Women's Legal Service of South Australia, Alternate Deputy Chairperson of the then ATSIC Patpa Warra Yunti Regional Council, member of the Correctional Services Advisory Board to the Minister, Board member of Dame Roma Mitchell.

In a career spanning 30 years, 10 of which working in SA Government, Cheryl has consistently worked towards achieving social justice and equity for Aboriginal and Torres Strait Islander people in South Australia. She is a strong advocate for cultural inclusion within Government services delivered to Aboriginal and Torres Strait Islanders.

Prior to returning to ALRM as CEO, Cheryl developed cultural training programs within Families SA, was Manager of the Metropolitan Aboriginal Youth and Family Services from 2005–2010, and a Manager of Families SA office in the northern metro region.

Allan Jones, ART Employment



**Allan Jones is a descendant of the Narungga nation from the Yorke Peninsula in South Australia and is the Managing Director of A.R.T Resource Services, providing business enhancement, group training and employment services to**

**Aboriginal job seekers in the construction industry.**

Allan has over 15 years' experience managing and coordinating Aboriginal jobs and training projects nationally. In 2011, the South Australian Minister for Aboriginal Affairs appointed Allan to the South Australian Aboriginal Advisory Committee to provide high-level advice to state policies and strategic planning.

Allan is the inaugural and current Chairperson of the Marni Waiendi Aboriginal Transition Centre, which is a national and state award winning Aboriginal Transition Centre in areas of training, innovation and building capacity within Aboriginal communities.

#### Wayne Miller, Yarilena Community (Ceduna)



**Wayne is a Wirangu man living in Ceduna. Wayne is married with two young girls.** He started as an apprentice carpenter with Vorstenbosch and Sons General Builders. On completion of his apprenticeship, Wayne became Building Manager/Supervisor

of the Koonibba Building Company.

Wayne was a Trade trainer with Career Employment Group on the National Partnership on Remote Indigenous Housing (NPARIH) Programme in communities in the west coast and across the APY lands. Following this, he worked as the Career Employment Group project manager on the CDF Engagement program.

Wayne is presently employed by Ceduna Aboriginal Corporation as Indigenous Community Engagement and Governance officer.

Wayne is passionate about youth leadership and is keen to support other aspiring young leaders to stand up and have their say on issues affecting them, particularly in the areas of youth justice reform.

#### Paul Tanner, Senior Aboriginal Justice Officer



**Paul Tanner is a descendant of the Arabana nation from the Lake Eyre region in South Australia and he is currently based at the Port Augusta Magistrates Court as a Senior AJO.**

Paul has worked in the SA Justice System for over 25 years and began his career at the Port Augusta Prison where he worked for 10 years as an Officer, Supervisor, and Manager. Following this, he won a position as an Aboriginal Justice Officer (AJO) with the Courts Administration Authority (CAA), based at Port Augusta in SA.

He has circuted with the courts from Port Augusta to Ceduna and Yalata to the west, for over 10 years, and continues to circuit throughout the Anangu Pitjantjatjara Yankunytjatjara (APY) Lands. He has also worked with youth as a Family Conference Officer in all of the above areas as well.

The Aboriginal Programs team within the CAA provides service delivery to the courts and Aboriginal people accessing the courts. The CAA team provides a range of functions, including:

- Providing advice to court users and families on courts and procedures.
- Ensuring Aboriginal Cultural Awareness to court staff including management and members of the Judiciary.
- Coordinating and facilitating of Aboriginal Sentencing Courts (ASCs) and Section 9c Conferences.

# Executive Summary

On 11 August 2016, the State Government unveiled an ambitious strategy to improve community safety and address reoffending. **Reducing Reoffending: 10% by 2020** aims to achieve a 10% reduction in the number of people who return to correctional services by 2020.

The target seeks to address key challenges in the South Australian prison system. South Australia has experienced dramatic growth in its prison numbers since 2004. Over the past 12 years, the prisoner population has soared by 67% with South Australia's nine prisons currently accommodating more than 2,900 prisoners.

While prison is an important and necessary response to criminal offences, there is both a human and financial cost that is exacerbated by current high rates of reoffending in South Australia. The Report on Government Services (2015) noted that 46% of all offenders in South Australia return to correctional services, either through community corrections or prisons within two years.

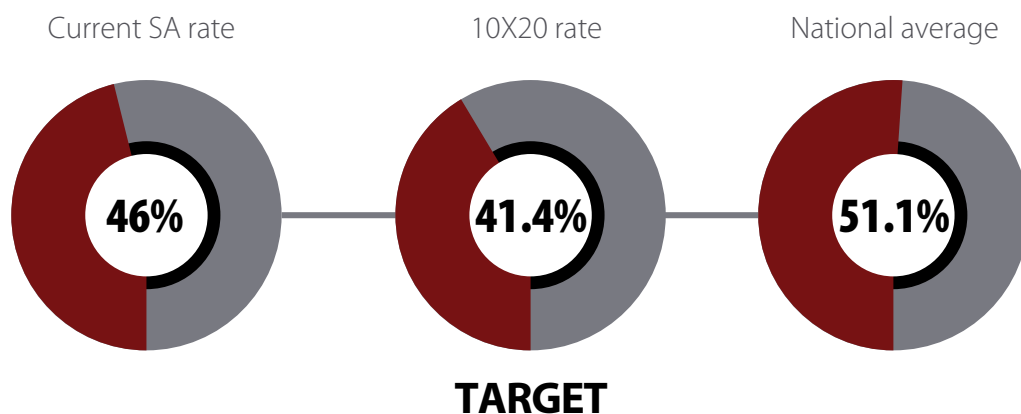
The Minister for Correctional Services, the Honourable Peter Malinauskas MLC, appointed the Strategic Policy Panel, who were tasked with investigating "best practice in correctional services policy to identify strategies that reduce rates of reoffending and promote rehabilitation and reintegration outcomes."

The Panel's remit also involved providing: "long term strategic direction on action to drive reductions in reoffending for individuals in contact with the justice system in South Australia."

In developing their response, the Panel sought to ensure a *safer community by reducing reoffending*. Achieving a reduction in reoffending is central to improving community safety as it supports a reduction crime, which should result in fewer victims.

The Panel undertook to understand reoffending in the South Australian context by reviewing the current research, processes by which individuals stop offending and the impact of correctional services in these processes. The Panel looked at corrections data, current programs on offer, various international initiatives and spoke with a diverse range of stakeholders to inform deliberations and develop recommendations.

The Reducing Reoffending: 10% by 2020 Framework was developed by the Panel. The Framework takes a prisoner-centric approach with a focus on personal readiness to change and responsibility for crimes committed. The Framework supports responses that manage the risk of reoffending and potential for further harm, but are responsive to the person's individual needs and circumstances, which may contribute to reoffending.



The Panel's key principles, which guide the framework and are integral to their recommendations, are:

1. **Community safety** should be the primary consideration in formulating and implementing the recommendations in the Report.
2. **Offender Rehabilitation** is an essential component of an effective criminal justice system that will result in better outcomes for offenders and ex-offenders.
3. Programs are **targeted and person-centred** and support individuals to achieve lasting change and to desist from crime long-term.
4. Programs and policies acknowledge the diversity of South Australia's offender population with specific responses that reflect **gender and cultural difference**.
5. Service design and funding is **outcome focused** as it seeks to achieve positive changes for prisoners, offenders and the broader community.
6. **Monitoring and evaluation** is built into all DCS programs and policies with an emphasis on **high quality and evidence-based** service delivery.
7. There is **cross government and whole-of-community** support to achieve the target of a 10% reduction in reoffending by 2020.
8. An **adequate resource allocation model** is crucial to the effective implementation of the Panel's recommendations.

## Six Strategies to Achieve 10% Target

The Panel recommends **six key strategies** as the basis for a more comprehensive approach to achieving the 10% target by 2020.

Through these strategies, the Panel aims to ensure that actions undertaken by DCS and its partner organisations are part of a holistic response to offending and reoffending behaviour. The recommendations that fall under these strategies ensure that DCS programs and staff members focus on reducing risk factors and building protective factors in the lives of individual offenders. This is balanced by an understanding of the need for whole-of-system and community change.

### Strategy 1

**Recommendations 1 to 9: Successful Return to Community** with individualised case management plans for all offenders from entry to the corrections system to six months post-release, where appropriate.

### Strategy 2

**Recommendations 10 to 13: Employment and Industry** where partnerships are developed between DCS and the South Australian business sector to improve the employment outcomes for prisoners and offenders.

### Strategy 3

**Recommendations 14 to 21: Prioritising Target Cohorts** to ensure programs are targeted to groups to achieve the best results, which include women offenders, prisoners on short sentences, individuals on remand, and offenders in community corrections.

### Strategy 4

**Recommendations 22 to 28: Strategy for Aboriginal Offenders** to ensure targeted and culturally appropriate services and programs. All of the Panel's recommendations must consider the specific and cultural needs of Aboriginal offenders when being implemented.

### Strategy 5

**Recommendations 29 to 32: DCS Agency and Staff Response** that allows for change within the current system to ensure that the target is supported by DCS' culture, resources, capabilities and structures.

### Strategy 6

**Recommendations 33 to 36: Partnerships and Collaboration** with other government agencies and public and private sector partners that ensure the successful delivery of services and programs.



## Panel Recommendations

This section sets out the Panel's **36 recommendations** to achieve a 10% reduction in reoffending target.

### Strategy One

Key recommendations for DCS for 2017–2020:

1. Develop an **end-to-end case management** program with appropriate performance indicators that supports prisoners from prison entry through to post-release.
2. Recognise **prisoner diversity** and tailor programs to be most responsive to particular groups, taking differences and specific needs into consideration. Programs must be appropriately tailored to women, Aboriginal, Culturally and Linguistically Diverse (CALD), and learning or cognitively impaired offenders; all of whom require customised responses.
3. Develop a **transition** program for offenders leaving the prison system with supports and services provided up to six months post-release, where appropriate.
4. Develop a stable **housing model** to support prisoners release to appropriate accommodation.
5. Ensure assessment processes and case planning provides prisoners with the appropriate pathways to participate in meaningful **workforce activity** post-release, through paid or unpaid work.
6. Ensure **drug and alcohol treatment programs** are an integral part of DCS' rehabilitation strategy.
7. Investigate the development of dedicated **therapeutic communities** within the prison environment.
8. Improve information sharing and support for **offenders' families**, so that they are better involved in reintegration preparation and planning.

Key recommendations for other agencies in partnership with DCS for 2017–2020:

9. South Australian Prison Health to enhance prisoners' access to health services and ensure the delivery of **medical plans** on release, for prisoners requiring ongoing medical interventions.

### Strategy Two

Key recommendations for DCS for 2017–2020:

10. Engage a specialist **job network provider** to work with prisoners to engage in meaningful activity, including employment, when returning to community.
11. Investigate the expansion of **prison industries**.
12. Investigate opportunities for **social ventures**.
13. Develop **partnerships with the local business sector** that seek to:
  - Build DCS' understanding of the needs of business and potential opportunities for collaboration.
  - Overcome barriers facing offenders and ex-offenders to gaining meaningful employment, both paid and unpaid.
  - Undertake a feasibility study with businesses to investigate opportunities for joint ventures programs to produce products currently being manufactured overseas.
  - Increase training and education and explore apprenticeship opportunities.

### Strategy Three

Key recommendations for DCS for 2017–2020:

14. Ensure that resources and programs are targeted, evidence-based and focus on cohorts which will provide the best **return on investment**.
15. **Prioritise** offenders and prisoners who are responsive and ready to change.
16. Ensure DCS' **risk assessment tools** and processes gather the information required to appropriately prioritise and target programs to the individual needs of offenders.
17. Ensure all programs are rigorously **monitored and evaluated**.

18. Investigate and implement strategies to provide **individuals on remand** with rehabilitation whilst at the same time accounting for the legal and ethical constraints that apply to the remand cohort.
19. Investigate and implement strategies that better target **offenders on short sentences** (less than twelve months) through evidence-based interventions that are shown to have meaningful impacts on reoffending.
20. Investigate and implement strategies that provide appropriate rehabilitation programs and supports for **offenders on community based sentences** to support them to desist from crime.
21. Continue to deliver on the actions in the **Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019**.

#### Strategy Four

##### Key recommendations for DCS for 2017–2020:

22. Ensure the **specific and cultural needs** of Aboriginal offenders are included in the implementation of all Panel recommendations.
23. Develop a **strategic framework** for Aboriginal offenders. The framework must be founded on a rigorous examination of issues facing Aboriginal offenders and be results based.
24. Ensure that Aboriginal offenders who are **returning to country** receive specialised transition supports and services.
25. Continue to pursue, in concert with the community, the development of a **community transition centre** close to country.
26. Maintain links with the **Chief Executive Group for Aboriginal Affairs** as a forum for critical discussion on issues, policies and programs affecting Aboriginal offenders.
27. Ensure **translation services** are provided for Aboriginal offenders who do not speak English as their first language.
28. Continue to **strengthen partnerships with Aboriginal businesses and community organisations**.

#### Strategy Five

##### Key Recommendations for DCS for 2017–2020:

29. Ensure DCS continues to develop a **supportive culture** to underpin the effective implementation of the Panel's recommendations, while ensuring safety and security is maintained.
30. Review opportunities to **expand and enhance staff training** to improve understanding of the complex composition of South Australia's offending population.
31. Ensure DCS has **sufficient resources, capabilities and structures** to achieve the effective implementation of the Panel's recommendations, across both the prison and community corrections systems.
32. Develop and implement a **community engagement strategy** to increase community understanding around the importance of rehabilitation and the long-term community safety benefits.

#### Strategy Six

##### Key recommendations for DCS for 2017–2020:

33. Set up an advisory group to develop appropriate mechanisms to enhance **service coordination, information sharing and data collection** processes.

##### Key recommendations for the State Government for 2017–2020:

34. Support DCS to **commission partnerships** with government, non-government and private agencies to provide services that are accountable, **managed for results** and deliver on the Panel's recommendations.
35. Consider whether to develop and implement a **multi-agency, cross-government strategy** to prevent crime and reduce reoffending, including assisting DCS to achieve the target.
36. The **Department for Communities and Social Inclusion** and DCS should seek to enhance information sharing at the individual and system levels to contribute to a reduction in reoffending.



# Glossary

## List of Key Terms

<b>Aboriginal</b>	The original inhabitants of Australia. It is recognised that other jurisdictions may interchange this term with 'Indigenous Australians,' or Aboriginal & Torres Strait Islander. For the purposes of this document, the term 'Aboriginal' is used unless referencing a direct title or quote from other jurisdiction documentation. The Panel recognises that Torres Strait Islander offenders also require personalised responses, which should be tailored to this cohort where appropriate.
<b>Correctional services system</b>	The correctional services system includes both prisons and community corrections facilities.
<b>Criminogenic</b>	Factors or influences causing or likely to cause criminal behaviour.
<b>Desistance Theory</b>	Desistance theory seeks to move the offender along the road to an offence-free period, by promoting an increased awareness of offence-related needs, attitudes and behaviour. It also involves identifying and exploring those strengths that an offender already possesses that may assist in remaining crime-free.
<b>Offender</b>	A person who has been sentenced but is serving his or her sentence in either prison or community corrections.
<b>Prisoner</b>	A person who has been sentenced and is currently serving his or her sentence in prison.
<b>Pro-social</b>	Pro-social behaviors are those intended to help other people and are characterised by a concern about the rights, feelings and welfare of other people. Behaviors that can be described as pro-social include feeling empathy and concern for others and behaving in ways to help or benefit other people.
<b>The 'Good Lives Model'</b>	The 'Good Lives Model' seeks to equip the offender with the skills, values, attitudes and resources that are necessary to lead a life that is personally meaningful and satisfying and does not involve inflicting harm.
<b>Rehabilitation</b>	The action of restoring someone to health or normal life through training and therapy after imprisonment, addiction or illness.
<b>Remand</b>	When a person is committed to custody, in prison, while they are awaiting trial.
<b>Reoffending</b>	The reversion of an individual to criminal behaviour after he or she has been convicted and sentenced for a prior offence.
<b>Reoffending Rate</b>	'The percentage of adult prisoners released from custody who return to correctional services with a new correctional sanction (either prison or community corrections) within two years' (Report on Government Services).
<b>Risk, Needs and Responsivity</b>	The Risk, Needs, and Responsivity model assists rehabilitation planning and programming through an understanding of the risk an offender presents, what they need, and their responsivity to change. The RNR model supports the targeting of prisoner cohorts that are most likely to respond to rehabilitation.
<b>Sentenced</b>	A person who has received a court sentence, i.e. a sentenced prisoner.
<b>Therapeutic communities</b>	A treatment facility in which the community is the principal means for promoting personal change. Residents and staff participate in community management and operation, contributing to a psychologically and physically safe learning environment where change can occur.
<b>What Works</b>	A model founded on an extensive body of research that sought to identify the reoffending/non-reoffending characteristics. It shows that targeting rehabilitation programs at those most likely to reoffend yields the best returns.

## List of Key Acronyms and Abbreviations

<b>ABS</b>	Australian Bureau of Statistics
<b>APY</b>	Anangu Pitjantjatjara Yankunytjatjara Lands
<b>ASC</b>	Aboriginal Sentencing Courts
<b>ATSIC</b>	Aboriginal Torres Strait Island Commission
<b>ALRM</b>	Aboriginal Legal Rights Movement
<b>ANROWS</b>	Australia's National Research Organisation for Women's Safety
<b>CALD</b>	Culturally And Linguistically Diverse
<b>BASP</b>	Bail Accommodation Support Program
<b>COTA SA</b>	Council of the Ageing South Australia
<b>CAA</b>	Courts Administration Authority
<b>CJSRC</b>	Criminal Justice Sector Reform Council
<b>DCS</b>	Department for Correctional Services, South Australia
<b>The Panel</b>	The Strategic Policy Panel, appointed by the State Government and tasked to provide independent advice that would form the foundation of a three-year reform strategy.
<b>RNR</b>	Risk, Needs and Responsivity
<b>NPARIH</b>	National Partnership on Remote Indigenous Housing Program

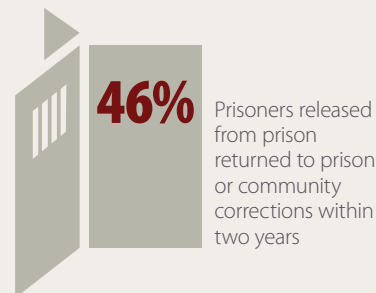




## Section 1: Introduction

### Vision: 'A safer community by reducing reoffending: 10% by 2020.'

- On 11 August 2016, the State Government unveiled the *Reducing Reoffending: 10% by 2020* strategy to improve community safety and address reoffending.
- The setting of a target provides an impetus to improve South Australia's criminal justice system, creating an opportunity to break the cycle of offending and create lasting change in the lives of offenders.
- The State Government appointed a Strategic Policy Panel chaired by Mr Nyunggai Warren Mundine AO, which was tasked to provide independent advice that would form the foundation of a three-year reform strategy.
- The Panel members brought differing skill sets to their deliberations and had independent knowledge and expertise in aspects relating to criminal justice.



### Why Set a 10% Reduction in Reoffending by 2020?

Nationwide there has been significant growth in prisoner numbers over the past ten years. Over this period, South Australia has experienced a 67% increase in prisoner numbers, second only to the Northern Territory.

The South Australian correctional system has experienced continual growth in its prisoner population. On 30 June 2014 the prisoner population was 2,501; by 30 June 2016 South Australia's prisoner population had increased to 2,954 prisoners. A snapshot of the prison population on 30 October 2016 showed that 74% of prisoners had been in prison before.

New strategies are needed to achieve better outcomes for all South Australians. By tackling the State's reoffending rates, safer communities can be created with fewer victims and less crime. This will mean that taxpayer money can be invested in those areas of broader community need and concern such as health, education or state development.


### Setting a Strategy

Reducing reoffending is a central element in achieving improved community safety across South Australia. The realisation of improved rehabilitation outcomes will contribute to a reduction in offending.

On 11 August 2016, the State Government unveiled an ambitious strategy to improve community safety and address reoffending. The *Reducing Reoffending: 10% by 2020* targets seeks a 10% reduction in the number of offenders who reoffend upon their release from custody and return to corrections by 2020. The setting of a target provides an impetus to improve South Australia's criminal justice system creating an opportunity to break the cycle of offending and create lasting change in the lives of offenders.

The State Government appointed a Strategic Policy Panel (the Panel), chaired by Mr Nyunggai Warren Mundine AO, which was tasked to provide independent advice that would form the foundation of a three-year reform strategy.

The Panel members brought differing skill sets to their deliberations and had independent knowledge and expertise in aspects relating to criminal justice.



The Panel comprised of:

- **Mr Nyunggai Warren Mundine AO**, *Chair of the Panel* National leader and Indigenous advocate
- **The Hon Rev Dr Lynn Arnold AO**  
Former CEO of Anglicare and former Premier of South Australia
- **Ms Amanda Blair**  
Housing Trust board member and columnist
- **Mrs Nikki Govan**  
Deputy Chair of Business South Australia
- **Emeritus Professor Anne Edwards AO**  
Sociologist and Former Vice Chancellor of Flinders University
- **Mr Mal Hyde AO APM OStJ**  
Former South Australian Police Commissioner
- **Mr Michael O'Connell APM**  
Commissioner for Victims' Rights

## The Panel's Task

The Panel's task was to

**“investigate best practice in correctional services policy and practice and to identify strategies that could impact and help reduce rates of reoffending promoting rehabilitation and reintegration outcomes.”**

*A copy of the Terms of Reference is available at Appendix A of the report.*

As the State Government seeks a longer term strategic direction to drive a reduction in reoffending, the Panel sought to provide policy advice to support a three-year strategic reform plan designed to achieve the 10% target.

In order to tackle the challenges faced by reoffending, the Panel considered the following questions:

- Why do individuals start offending and continue to reoffend?
- Who is the South Australian prison population?
- What is known about desistance from crime?
- What is already happening domestically and internationally to stop reoffending?
- Who needs to be involved in tackling reoffending?
- What are the gender and cultural issues that need to be considered in developing a proposed response to reoffending?

A four month deliberative timeframe was set with the view that the Panel's strategic recommendations be presented to the Minister for Correctional Services, the Honourable Peter Malinauskas MLC, in early December 2016.

To support this process the Panel has spoken with a wide range of people including: academics, the Aboriginal community, DCS staff members, local business, non-government organisations and prisoners. The strategies and recommendations outlined in the report seek to find better ways through realistic solutions for the whole criminal justice system to support offenders and ex-offenders to live crime free lives.

The Report provides a more detailed account of the Panel's process, the challenges that face corrections and the evidence base for reducing reoffending. Together, these provide a foundation for a set of agreed benefits and principles outlined in Section five that underpin the Strategies and recommendations presented in Section six.

The Panel's Report recognises that reducing reoffending is a complex and challenging problem. It is acknowledged that it will not be solved by a 'one size fits all' approach; rather it requires a range of solutions to tackle the multiple factors that are proven to contribute to reoffending.



## Section 2: The Process

- The Panel's deliberations focused on information gathering, through a series of consultations.
- The Panel reviewed a range of literature including the evidence base behind desistance and rehabilitation, current practices and innovative solutions to prison management.
- The Panel were committed to ensuring their strategies and recommendations were evidence-based and realistic for South Australia.
- The Panel had eight official meetings.
- In addition to the formal Panel meetings, Panel members visited DCS facilities and met out of session with a number of stakeholders, including prisoners, corrections staff, the Parole Board, Housing South Australia and other key stakeholders.

### Panel Meeting Schedule

Theme	Meeting Focus	Key Findings
<b>What are the challenges facing South Australian corrections?</b>	<ul style="list-style-type: none"><li>• Ascertained an increased understanding of South Australia's criminal justice system and its strengths and challenges.</li><li>• Examined the makeup of South Australia's prison and community corrections systems.</li><li>• Reviewed the delivery methods of programs and supports currently being provided by DCS.</li></ul>	<ul style="list-style-type: none"><li>• Need for specific responses for Aboriginal, women and culturally and linguistically diverse offenders.</li><li>• Program expansion to prisoners on short sentences and remandees needed.</li></ul>
<b>Evidence Base for Reducing Reoffending</b>	<ul style="list-style-type: none"><li>• Received presentations from Professor Mark Halsey (Centre for Crime Policy &amp; Research, Flinders University) and Professor Andrew Day (Australian Aboriginal and Torres Strait Islander Centre, James Cook University) on what the evidence says about reoffending.</li><li>• Met with frontline operational staff from DCS to discuss their perspectives on the challenges in addressing reoffending behaviour.</li></ul>	<ul style="list-style-type: none"><li>• All programs must be evidence based and have built in monitoring and evaluation protocols.</li><li>• Programs should be targeted to offenders at high risk of reoffending.</li><li>• Changing the public narrative will help offenders to reintegrate well into community.</li></ul>
<b>Working Together to Reduce Reoffending Stakeholder Forum</b>	<ul style="list-style-type: none"><li>• Stakeholders from across South Australia were invited to discuss what was needed to achieve the target, with representatives from Aboriginal communities, academia, the courts, the legal system and non government organisations.</li><li>• The diversity of the participants in the Forum allowed for a productive discourse on the operation of the criminal justice system and its impact on offenders.</li></ul>	<ul style="list-style-type: none"><li>• Re-entry planning from prison entry is a key area for improvement.</li><li>• Families, prisoners and experts must be involved in developing solutions.</li><li>• Aboriginal justice and whole of system change should be considered as part of a broader strategy.</li></ul>

*Continued on page 18*

## Panel Meeting Schedule *continued*

Theme	Meeting Focus	Key Findings
<b>Confirming the Evidence and Recommendations</b>	<ul style="list-style-type: none"> <li>Deliberated on the evidence and information received through consultations.</li> <li>Considered its practical implementation to achieve the target.</li> <li>Confirmed the vision, desired benefits and framework that would form the foundation for all strategies and recommendations.</li> </ul>	<ul style="list-style-type: none"> <li>Community safety has to be the central consideration when developing the recommendations.</li> </ul>
<b>Finalising the Report</b>	<ul style="list-style-type: none"> <li>The Panel returned to the evidence base to test their proposed strategies and recommendations.</li> <li>The six strategy areas in the Report reflected the opinions and evidence brought to the Panel throughout their deliberations.</li> <li>Prioritisation of recommendations and confirmation of next steps.</li> </ul>	<ul style="list-style-type: none"> <li>DCS must be enabled through adequate resource allocation to achieve the recommendations.</li> <li>Supporting successful return to community is the Panel's key strategy.</li> <li>DCS is tasked with developing an action plan in response to the recommendations.</li> </ul>

## Consultation

### Aboriginal Reference Group

The Minister for Correctional Services, the Honourable Peter Malinauskas MLC, and the Chair of the Panel appointed the *Reducing Reoffending: 10% by 2020 Aboriginal Reference Group* that sought to add an Aboriginal-specific focus on the particular circumstances and issues that face Aboriginal offenders.

One of the six strategy areas in the Report, strategy four, provides a specific response that seeks to address the overrepresentation of Aboriginal people in the South Australian criminal justice system. However, it should be noted that all recommendations in the report are equally relevant to Aboriginal offenders.

Members of the Aboriginal Reference Group met with the Chair and Panel members to discuss reducing reoffending amongst Aboriginal offenders.

The Aboriginal Reference Group consisted of:

- **Cheryl Axleby**, CEO, Aboriginal Legal Rights Movement Incorporated
- **Allan Jones**, ART Employment
- **Wayne Miller**, Yarlana Community (Ceduna)
- **Paul Tanner**, Senior Aboriginal Justice Officer.

From the meetings of the Aboriginal Reference Group and Panel members, it was clear that key issues and focus areas facing South Australia's Aboriginal communities and Aboriginal offenders included intergenerational trauma and incarceration, employment and education, practical barriers to transitioning from prison to community and overly harsh responses to minor crime and infringements.

The Aboriginal Reference Group reminded the Panel of the inherent differences between the journeys of Aboriginal offenders compared to the non-Aboriginal population. Program and service design and delivery must be culturally appropriate and tailored to meet the needs of Aboriginal people. The Group also noted the importance of consultation with Aboriginal elders and Aboriginal communities.

Rural and remote Aboriginal communities also face particular issues in ensuring the safety of victims and potential victims. When developing rehabilitation and especially reintegration programs and policies, community safety and victims' rights are paramount considerations.

## South Australian Council of Aboriginal Elders, Aboriginal Elders Visiting Program Forum, and the Commissioner for Aboriginal Engagement

The Panel also sought input from SA Aboriginal Elders and leaders in the development of their Report. On 22 August 2016, the Panel Chair met with Mr Frank Lampard, the Commissioner for Aboriginal Engagement, Garth Dodd, member Parole Board South Australia and member of South Australian Council of Aboriginal Elders, and the members of DCS Aboriginal Elders Visiting program.

These meetings enabled the senior Aboriginal representatives to discuss challenges and areas that require change and impacted on Aboriginal offenders. Both the Aboriginal Elders and the Commissioner for Aboriginal Engagement emphasised the need for real and practical change in the engagement with Aboriginal communities and the correctional services system.

## The Non-Government Sector

The Panel sought to engage with a range of organisations from the non-government sector who deal directly with offenders, their families and victims. The non-government sector was invited to contact the Panel directly via the official email address. In addition, the Panel coordinated a Stakeholder Forum as a means of encouraging active participation in developing a response to the target. The organisations present at the forum raised the following themes as central to achieving a 10% reduction in reoffending:

- Community education and coordination across all sectors.
- Community mentors.
- Employment.
- Re-entry planning from prison entry.
- Educational programs both for internal and external.
- Therapeutic rehabilitation.
- Engaging families to 'break the cycle'.
- Involve the experts.
- Voice of the prisoner (lived experience).
- Aboriginal justice.
- System change for Australia.

## Corrections Staff

The Panel were invited to attend DCS' future planning Forum, Shaping Corrections, on 9 September 2016. Shaping Corrections aims to involve staff in planning to support collaboration, engagement, continuous improvement and sustainable innovation. Staff raised the following themes as central to achieving a 10% reduction in reoffending by 2020:

- Connecting and collaborating within DCS.
- Employment and training opportunities for offenders.
- Changing the public narrative to improve community understanding and support.
- Culture and gender considerations.
- Transition from prison to community.
- Understanding the 'why' of offending.
- Breaking the cycle of reoffending.

## Prisoners' Voices

The Panel were committed to understanding and including the voices and experiences of prisoners who would be affected by the Panel's proposed strategies and recommendations.<sup>1</sup> The Panel leveraged on DCS' existing feedback and engagement mechanisms to meet directly with prisoners, offenders and remandees to discuss what they believed to be the main barriers and issues that resulted in reoffending.

From these discussions, there was a clear intent and desire on the behalf of offenders to seek change and to stop reoffending. It was noted that prisoners observed a number of barriers to desisting from crime:

- Lack of social networks and feeling of belonging to a community.
- Lack of available, appropriate housing on exit from prison.
- Lack of programs and supports for individuals on remand or serving short sentence.
- Treatment of ongoing health issues.
- Limited supports and information available when transitioning from prison to community.
- Fear of managing life away from the structure of prison.

<sup>1</sup> In listening to prisoners, the Panel also acknowledges the impact of crime and offending on victims and the community at large. Community safety and victims' rights are central to the Panel's task in responding to the reducing reoffending target.

## The Business Sector

Ensuring access to stable and meaningful employment is a key focus area in strategies to reduce reoffending. Business South Australia and DCS, in partnership with Flinders University, undertook a research project into the current practices and views of South Australian businesses in relation to employing offenders and ex-offenders.

The project involved a survey open to all businesses, and received 108 responses. In depth focus groups and interviews with a select number of organisations were also conducted.

Key findings of the research included:

- Over half of businesses saw a connection between employment and reduced likelihood of reoffending.
- There was a lack of awareness, knowledge and confidence from the business sector which are key barriers that make businesses less likely to hire offenders or ex-offenders.
- Incentives and support mechanisms should be considered to encourage businesses to employ offenders and ex-offenders.
- Education and training for offenders and prisoners are important to employers. Key areas included: literacy and numeracy, personal presentation and communication, time management, motivation and work ethic.
- A coordinator/liaison role could support increased employment opportunities for businesses and could include vetting and job matching suitable candidates, building potential candidate employer relationships, troubleshooting problems, helping businesses to design solutions and facilitating terminations if necessary.

## The Academic Sector

The Panel invited Professor Andrew Day, Australian Aboriginal and Torres Strait Islander Centre, James Cook University, and Professor Mark Halsey, Centre for Crime Policy & Research, Flinders University, to present the evidence behind approaches to offender rehabilitation and reoffending. Key theories discussed included:

- The Risk-Needs-Responsivity (RNR) or 'What Works' approach seeks to target rehabilitation efforts to those who are most likely to reoffend. RNR rehabilitation programs aim to change 'pro-criminal attitudes', thoughts, values and sentiments that support criminal conduct and personality traits, such as low self-control, hostility, pleasure or thrill seeking and a lack of empathy.

- The 'Good Lives Model', which is now considered complementary to RNR, seeks to equip the offender with the skills, values, attitudes and resources that are necessary to lead a life that is personally meaningful and satisfying and does not involve inflicting harm.
- Desistance theory seeks to move the offender along the road to an offence-free period, by promoting an increased awareness of offence-related needs, attitudes and behaviour. It also involves identifying and exploring those strengths that an offender already possesses that may assist in remaining crime-free.

Other areas considered as a result of the academic literature and their impact in successfully reducing reoffending included: sentencing reform through increased community orders, early intervention, program evaluation, trauma informed care, offender reintegration and alcohol and drug addiction.

## Members of the South Australian Community

The Panel also sought the views of the South Australian community through YourSAy, Twitter and email channels. This engagement ensured that some members of the South Australian community were able to comment on the target and provide ideas for achieving it. The Panel appreciated the interest of South Australian community members. The YourSAy website received 1,436 views, with ideas including:

- Incentivising change whilst in prison and community.
- Supporting offenders to gain practical skills, education and qualifications.
- Increasing offenders' accountability to community and victims.
- Learning from international experiences.
- Improving responses to mental health and substance abuse issues.
- Ensuring bipartisan political leadership.
- Increasing funding and collaboration.
- Increasing support for families of offenders.
- Investing in housing, education, health and community building.

All direct emails from stakeholders and the broader community were considered by the Panel and impacted on their deliberations.



## Section 3: Challenges facing South Australian Corrections

- The South Australian reoffending rate is currently 46%, based on the Report on Government Services measurement of sentenced prisoners returning to either prison or community corrections within two years.
- Since 2004, South Australia has experienced a significant 67% growth in prisoner numbers while crime rates have decreased.
- In 2014–15 the annual cost to maintain a person in a South Australian prison was \$96,327 annually (including capital) while the average South Australian annual earnings in May 2015 were \$70,106.
- The realities of the prison system present an opportunity for the Panel to consider how cultural change and the nature of interactions between staff and prisoners can provide a positive opportunity for improving reoffending outcomes.
- High growth groups include:
  - Aboriginal offenders
  - Repeat offenders
  - Women offenders
  - Individuals on remand

### South Australia Growing Prisoner Population

South Australia has experienced one of the fastest growths in prison numbers across Australia with a growth of 67% over the past 10 years. Trends over the past 14 years show an increase in community safety and a marked reduction in victim reported crime, but also an escalation in the demand on South Australia's correctional services.

The South Australian reoffending rate is currently 46%, based on the Report on Government Services measurement of sentenced prisoners returning to either prison or community corrections within two years.

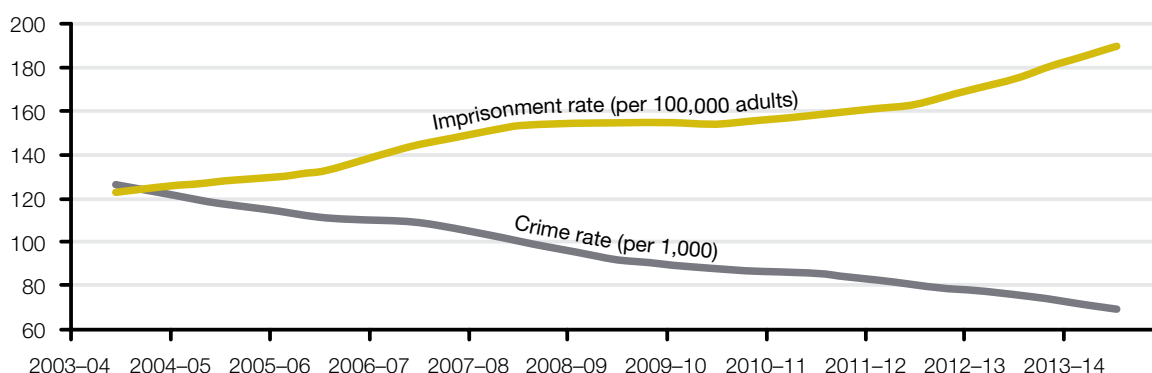


Figure 1: South Australia imprisonment rate versus crime rate

There are many factors that drive the demand on prisons such as: demographic changes (e.g. population increase), government policies and sentencing practices of the Courts, which has seen longer sentences. In South Australia, the rapid rise in the prison population has occurred against the backdrop of an aging population and dramatic falls in the incidence of most major categories of crime. Imprisonment rates are not driven solely by conditions external to the criminal justice system, they are also strongly affected by factors such as legislation, policing, bail and judicial sentencing practices.<sup>2</sup>

The South Australian prison system currently accommodates more than 2,900 prisoners in facilities that are operating near capacity. The projected prisoner demand shows that further investment would be required to accommodate growth in prisoner numbers. New prison infrastructure, without consideration of a reduction in reoffending, is anticipated to cost the taxpayer in excess of \$500 million. Figure two, below, shows South Australia's actual imprisonment rates 100,000 population to 2013–14 and DCS forward projections to 2024–25.<sup>3</sup>

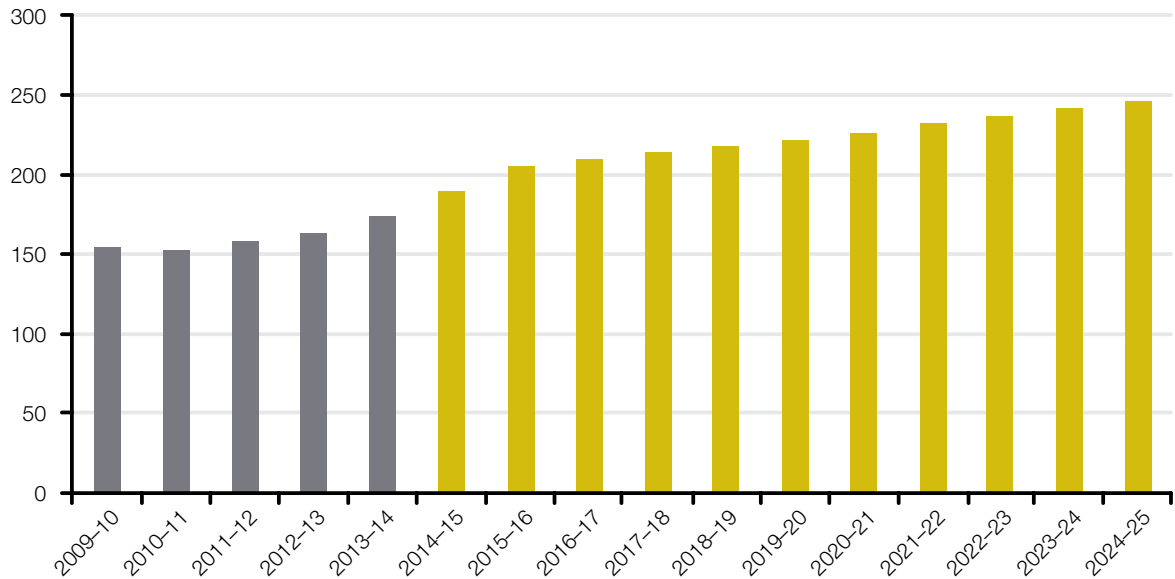


Figure 2: Actual and Projected imprisonment growth to 2025<sup>4</sup>

<sup>2</sup> Why is the NSW Prison Population Growing? (Issue Paper no. 95) (April 2004). Don Weatherburn, Wai-Yin Wan, Simon Corban. BOCSAR

<sup>3</sup> Productivity Commission Report on Government Services 2015, DCS & ABS Australian Demographic Statistics 2014

<sup>4</sup> Internal DCS Data

## Cost of Prison and Custody

Incarceration of offenders is expensive. According to the Productivity Commission, on average Australian prisoners cost the taxpayer \$292 per day, in a system that costs the nation \$2.6 billion in 2014–15.<sup>5</sup> The average prisoner costs more than the average Australian's daily earnings – \$216 (including weekends) according to the Australian Bureau of Statistics earnings data.<sup>6</sup>

Though the costs of maintaining offenders in prison is high, figure three, below, shows that South Australia has the second lowest cost per prisoner per day, following NSW.

In 2014–15 the annual cost to maintain a person in a South Australian prison was approximately \$96,326 annually equating to \$263.91 per day (including capital); the average South Australian annual earnings in May 2015 were \$70,106.<sup>7</sup> DCS also maintains people in community corrections at a cost of \$6,810 per annum per person; 7% the cost of keeping a person in custody.

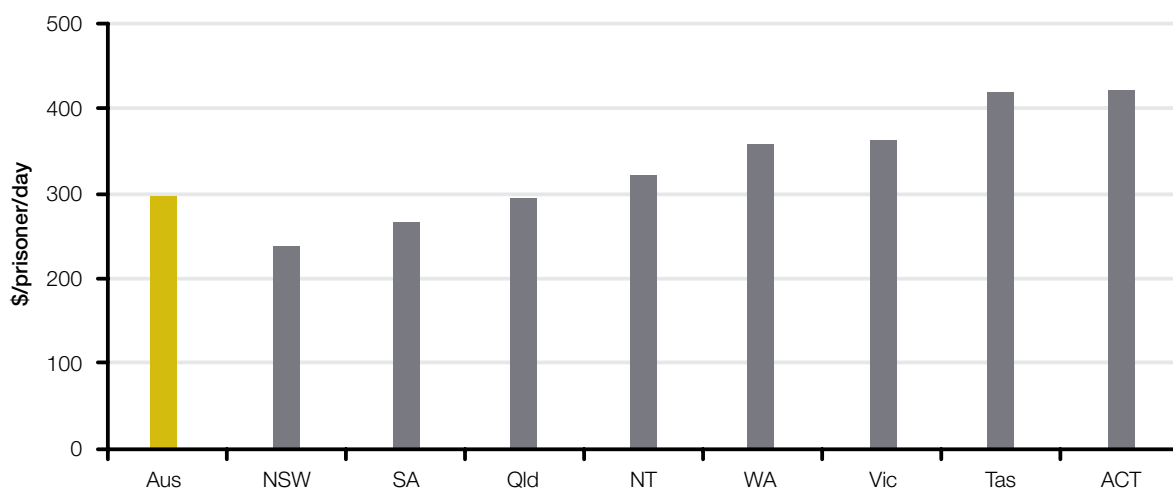


Figure 3: Total cost per prisoner per day in 2014–15<sup>8</sup>

## Effectiveness of Prison to Reduce Reoffending

The high cost of imprisoning people and of potentially building new prison facilities highlights the importance of finding new and innovative ways to address reoffending. This reality also demonstrates the need for sustainable and long-term solutions to the issues of punishment, deterrence, crime reduction, community safety and offender rehabilitation and transition back to community.

There are a number of views and opinions on the effectiveness of prison to reduce crime; however the Panel has not been able to comprehensively examine this subject.

For instance, in economic terms, when the tangible and intangible costs of crime are included, imprisonment of high-risk and/or prolific offenders can represent value for money in the short-term; however costs are more likely to outweigh benefits when less serious, non-repeat offenders are imprisoned.<sup>9</sup>

Overall, given the high reoffending rate, the current effectiveness of prisons to reduce reoffending long-term is problematic.

One argument is that prisons may prevent reoffending in the short term through incapacitation. The 'incapacitation effect' suggests the need to better consider both the prison and community corrections systems to ensure that the best opportunities for rehabilitation and reintegration are being provided.<sup>10</sup>

<sup>5</sup> Productivity Commission. (2015) *Corrective Services – Report on Government Services (ROGS) 2014–15*.

<sup>6</sup> ABS. 6302.0 – Average Weekly Earnings, Australia, May 2016.

<sup>7</sup> ABS. 6302.0 – Average Weekly Earnings, Australia, May 2015.

<sup>8</sup> Australian Government Productivity Commission, *Report on Government Services*, Volume C, Justice, 29 January 2016

<sup>9</sup> Petrosino, A., Turpin-Petrosino, C. and Buehler, J. (2004) *Scared Straight and Other Juvenile Awareness Programmes for Preventing Juvenile Delinquents* A Campbell Collaboration Systematic Review 2004:2.

<sup>10</sup> Wermink, H., Apel, R., Nieuwebeerta, P. Blokland (2013). The Incapacitation Effect of First-time Imprisonment. *Journal of Quantitative Criminology*, 29(4). 579-600.

Prison may also impact reoffending if the prospect of returning to prison provides a deterrent.<sup>11</sup>

It is also possible that, rather than reducing reoffending, imprisonment can increase long-term reoffending by weakening social bonds and decreasing job stability. Experiences of victimisation in prison particularly for vulnerable groups may also lead to increased reoffending in the longer term.<sup>12</sup>

The realities of the prison system present an opportunity for the Panel to consider how cultural change and the nature of interactions between staff and prisoners can provide a positive opportunity for improving reoffending outcomes. Cultural change must be supported through strong, committed leadership based on an understanding that 'every interaction matters'.

## Who makes up South Australia's Prison Population?

South Australia has experienced unprecedented growth in its prisoner population which has taken the imprisonment rate from 124 to 210 prisoners per 100,000 population in 2016.<sup>13</sup> Both male and female prisoner numbers have grown significantly in that timeframe, with male numbers having nearly doubled and female numbers having increased by more than 50%.

The national trend shows a consistent increase in prison numbers across jurisdictions, from a rate of 147.2 in 2002–03 to 196 per 100,000 adults in 2014–15.<sup>14</sup> This amounts to a 29% rise in Australian imprisonment over the past 12 years at a time when crimes rates are falling across all states. Compared to other Australian states, South Australia records the second highest imprisonment rate per 100,000 adults behind the Northern Territory.

As at 30 June 2015,<sup>15</sup> the South Australian prison population was characterised by:

- 2,732 adult prisoners, an increase of 10% (242 prisoners) since 2014.
- An adult imprisonment rate of 204 prisoners per 100,000 adult population, an increase from 188 prisoners per 100,000 adult population in 2014. (This figure has since increased to 210 per 100,000 in 2016).
- 2,568 (94%) of the total prisoner population are male.
- The male imprisonment rate increased from 357 to 392 prisoners per 100,000 male adult population since 30 June 2014. This was the highest male imprisonment rate since 2005.
- The female imprisonment rate remained steady at 24 prisoners per 100,000 female adult population since 30 June 2014, though this represents a growth of 40% since 2006.
- 35.5 years is the median age of adult prisoners.
- 981 prisoners (36%) of the adult prisoner population are remand (un-sentenced) prisoners spending on average 2.1 months in custody.
- 4.5 years is the median aggregate sentence length for sentenced prisoners and nationally South Australia had the highest median expected time to serve for sentenced prisoners (4.5 years).

A closer look at DCS' data shows that (at 30 October 2016):

- 76% of the prison population are serving more than 2 years.
- 12% are serving between one and two years.
- 12% are serving a short sentence of less than 12 months.
- 29% are first time sentenced prisoners.
- 13% are serving life sentences.
- The majority of prisoners are serving longer sentences (greater than two years) and of this group:
  - 38% are first time sentenced offenders.
  - 62% have been sentenced and imprisoned previously.

<sup>11</sup> von Hirsch, A., Bottoms, A.E., Burney, E. and Wikstrom, P.O (1999) Criminal Deterrence and Sentence Severity: An Analysis of Recent Research, Oxford: Hart Publishing.

<sup>12</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). What works to Reduce Reoffending: A summary of the evidence. Justice Analytical Services Scottish Government; MacLeod, J.F., Grove, P.G., Farrington, D.P. (2012) Explaining Criminal Careers: Implications for Justice Policy, Oxford: Oxford University Press.

<sup>13</sup> Internal DCS Data.

<sup>14</sup> Australian Bureau of Statistics, Prisoners in Australia, 2015

<sup>15</sup> ABS Correctional Services Data – 2015. <http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/by%20Subject/4517.0~2015~Main%20Features~South%20Australia~23>

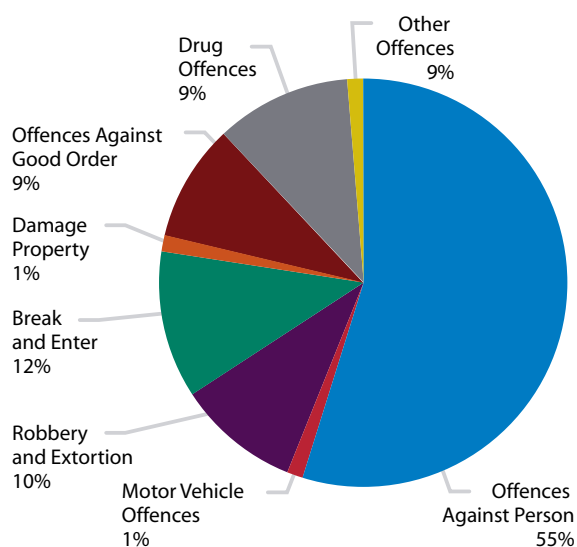


Figure 4: Offence profile of prisoners serving sentences of more than 2 years (at 30 October 2016)

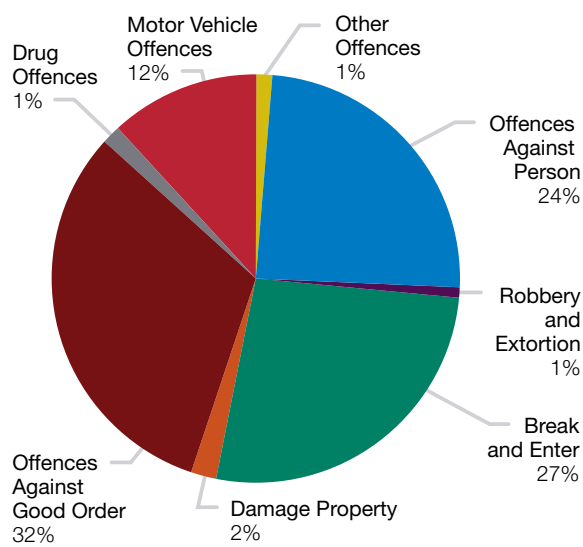


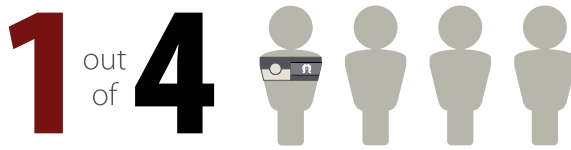
Figure 5: Offence profile of prisoners serving sentences of less than 2 years (at 30 October 2016)

Offenders serving short sentences (less than two years) are a key focus group for the Panel's recommendations. Offenders serving a longer sentence (greater than two years) have lower reoffending rates compared to those serving less than two years. This is consistent with the evidence that a significant number of South Australia's more prolific offenders (those that commit the most crime) are often serving shorter sentences.

Of the short sentence cohort:

- 51% serving less than 12 months and 33% serving 1–2 years are first time sentenced offenders.
- 49% of those serving less than 12 months and 67% of those serving less than 2 years are returning to custody.

## High Growth Groups



prisoners are from an Aboriginal or Torres Strait Islander background

### Aboriginal Offenders

The overrepresentation of Aboriginal people in the prison system across Australia is a serious and sobering issue. In the South Australian prison system, Aboriginal people are overrepresented compared to the non-Aboriginal population.

In 2015, the imprisonment rate for Aboriginal and Torres Strait Islander prisoners in South Australia was above the national average and was 12 times the rate for non-Indigenous prisoners, 2,242.8 compared to 179.5 per 100,000 adult population. South Australia's Aboriginal and Torres Strait Islander imprisonment rate is the third highest in Australia, behind WA and NT.<sup>16</sup>

South Australia has a diverse Aboriginal population made up of both metropolitan offenders from urban backgrounds, as well as traditional and semi-traditional offenders with traditional Aboriginal cultures from the far north and west of the state. The Aboriginal offender population, especially traditional and semi-traditional offenders, have unique journeys and need tailored responses.

Key data findings<sup>17</sup> include:

- The imprisonment rate for Aboriginal offenders is 2,659 per 100,000 adult Aboriginal population (2016, June quarter).
- Aboriginal prisoners make up 23% of the South Australian adult prisoner population, despite making up only an estimated 2.3% of the total South Australian population.
- Aboriginal people make up only 17% of offenders in community corrections (2016, June quarter).<sup>18</sup>
- Aboriginal offenders in South Australia are significantly more likely than non-Aboriginal offenders to be proceeded against multiple times. (39.7% of Aboriginal offenders compared to 25.1% of non-Aboriginal offenders were proceeded against

in 2014–15).<sup>19</sup> This suggests that there is a higher rate of recidivism among Aboriginal offenders which may be a contributing factor to Aboriginal people's overrepresentation in the justice system.

- The most common charge against Aboriginal offenders are 'acts intended to cause injury', (41.8% of all principal offences), then public order offences and theft charges (both 13%) followed by property damage (7%).<sup>20</sup>
- 69% of the South Australian Aboriginal offender population is male (a lower percentage than in the non-Aboriginal population).
- The median age of Aboriginal offenders is 28, compared to 31 for non-Aboriginal offenders <sup>21</sup>.

DCS has developed and implemented various strategies and programs to improve outcomes for Aboriginal offenders which seek to address this cohort's overrepresentation. DCS is working towards its Reconciliation Action Plan and has implemented staff cultural awareness training.

Programs and responses for Aboriginal offenders that are currently delivered by DCS include:

- The Cross Borders Indigenous Family Violence Program is a family violence perpetrator program that operates primarily in the Ngaanyatjarra Pitjanjatjara Yankunytjatjara Lands.
- Our Way: My Choice is a cultural and wellness program for Aboriginal men within correctional centres. The program aims to increase the self-awareness and engagement of its participants.
- Respect Sista Girl 2 is a cultural and wellness program for Aboriginal women within correctional centres. The program aims to increase the self-awareness and engagement of its participants.
- The Aboriginal Elders Visiting Program consists of volunteer Aboriginal Elders visiting prisons across the state. The elders engage with Aboriginal men and women to encourage and provide support in a culturally appropriate manner.
- Pakani Arangka is a unit located at Port Augusta Prison that allows for cultural interaction amongst prisoners whilst providing a range of culturally specific programs.

<sup>16</sup> ABS, 4517.0 - Prisoners in Australia, 2015, <http://www.abs.gov.au/ausstats/abs@.nsf/mf/4517.0>

<sup>17</sup> Unless otherwise sourced, DCS Data.

<sup>18</sup> Ira Herbold, (2016). 'Reducing Recidivism among Adult Male Indigenous Offenders: A Literature Review and Environmental Scan. A Parliamentary Intern report prepared for the Hon. Peter Malinauskas. MLC

<sup>19</sup> ABS, *Recorded Crime – Offenders, 2014–15*.

<sup>20</sup> ABS, *Recorded Crime – Offenders, 2014–15*.

<sup>21</sup> ABS, *Corrective Services Australia, June Quarter 2016*.

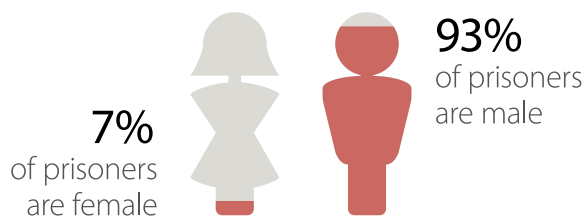
## Women Offenders

Between 2014–15 and 2015–16, there was a 6.4% increase in the female daily average prisoner population. The rate of women in prison continues to increase. The female daily average in 2014–15 was 167 which increased to 178 in 2015–16.

Key data<sup>22</sup> findings include:

- Women make up 6.5% of the adult prison population, despite making up over 50% of the total South Australian population (as at 30 June 2016).
- Today over half of women in prison are held on remand, 56% of the population as at 30 June 2016.
- Aboriginal women make up 40% of the female prison population.
- While Aboriginal women make up 9% of all Aboriginal people in prison, the rate of increase in the prison population is proportionally higher than for the male Aboriginal prison population.
- The major categories of sentenced offence for which women are in prison has not changed over the past decade with Offences Against Justice Procedures, Fraud, Offences Against Good Order, Assaults, Licence Registration Offences and Break and Enter the most common offence categories.
- Women in prison have high rates of mental health problems, life course histories of trauma (child abuse and domestic violence), psychiatric disorder and substance abuse. Male prisoners also experience high rates of these problems and issues; however rates are higher amongst the female population.
- Women make up around 20% of all individuals under all types of community supervision, 1,248 women as at 30 June 2016.
- Of the 1,248 women under all types of community supervision (as at 30 June 2016), the top four sentence categories were Probation Orders (41%), Community Service Orders (17%), Parole Orders (8%) and Home Detention Orders (2.3%).
- Of the 1,248 women under all types of community supervision (as at 30 June 2016), non-sentenced women were serving Bail (16.2%) and Home Detention Bail (6.6%).
- Bail Order was the third highest reason for a woman being under supervision in the community, as at 30 June 2016.

It is widely recognised that women who offend have multiple, complex and inter-related needs, with many entering the correctional system with limited education, poor employment history, low income, child care responsibilities, poor coping skills and experiences of childhood and adult abuse.



To assist in gaining a better understanding of the profile of women offenders throughout the South Australian criminal justice system and to improve service delivery to female offenders, DCS has developed an evidence-based framework, Strong Foundations and Clear Pathways. This includes a four-year action plan aimed at placing a direct focus on improved and targeted service delivery for female offenders. A range of initiatives have been progressed or are in progress:

- New community based Women's Supervision Unit commenced at Port Adelaide.
- Double the number of women now serving Home Detention.
- A new Interim Home Detention Integrated Support Service Program now in operation and available to women.
- More women are accommodated in the Living Skills Unit at the Adelaide Women's Prison following location of new housing (now 84 women, approximately 48% of population) plus 24 women are now located at the Adelaide Pre-release Centre.
- Increase in the number of women in training and employment at the Adelaide Women's Prison and Adelaide Pre-release Centre.
- A new 20 bed secure accommodation has been built and commissioned to assist management of high risk, high needs female prisoners, with complex behavioural and mental health needs.
- Work is progressing to commence Phase 1 of redevelopment of the Women's Centre (mainstream building) at the Adelaide Women's Prison.
- Policy 02 Management of Women in Prison and Community Corrections and an associated Women Impact Statement Guide in operation.

## Repeat Offenders

Repeat offenders are responsible for a large proportion of South Australian crime. On the 30 June 2016 74% of South Australian prisoners had been imprisoned before. Over represented cohorts in this group include:

- Male offenders.
- Young (aged 18–25 years) offenders.
- Aboriginal offenders.

<sup>22</sup> DCS Data

- Individuals with a prior history of offending (influenced by factors such as; age of first offence and regular offending, the number and type of offences and prior contact with the criminal justice system).

Reoffending is most likely to occur within the first 3–6 months upon release from prison and is more likely if the first offence was theft or robbery. Other 'high risk of reoffending' offence categories include good order offences, property damage and break and enter charges. Current offence type is a strong indicator of future reoffending as is violent behaviour.<sup>23</sup>

The churn of this reoffending group imposes a high social cost to the community and represents a significant proportion of costs associated with the criminal justice system. This 'churn' cohort is generally involved in low level offending. As a result these offenders receive shorter sentences (less than 12 months) and often receive limited or no rehabilitation or other treatment during their sentences.<sup>24</sup>

## Remand Prisoners

South Australia's adult custodial remand rate has been progressively increasing and is consistently above the national average. In the June quarter 2016, South Australia's remand rate was 91.3 per 100,000 adult population compared with national average of 65.3 per 100,000 adult population. In South Australia, 40.7% of the prison population was on remand, compared with the national average of 31.3%. However, the average length of time spent on remand in South Australia is 66 days;<sup>25</sup> this is consistently lower than the average time spent on remand compared with other jurisdictions. This means that 1,226 of DCS' 3,010 prisoners are un-sentenced (on remand).<sup>26</sup>

Various personal characteristics can be influencing factors in the likelihood of an individual being remanded in custody, including:

- Gender.
- Aboriginality.
- Age.
- Employment, marital and housing status.

- Criminal history.
- Drug and alcohol abuse.
- Mental health issues.<sup>27</sup>

Key factors and data relating to remand prisoners include:

- 91% of individuals on remand in Australia were male.<sup>28</sup>
- South Australia's remand rate for Aboriginal Australians is higher than the national average and has been reported as a high priority by the South Australian Criminal Justice Sector Reform Council (CJSRC) Remand Steering Group.<sup>29</sup>
- Legislation impacts remand rates, including the Intervention Orders (Prevention of Abuse) Act 2009 South Australia (Interventions Act) and the effect of the presumption against bail for prescribed applicants, except in special circumstances, pursuant to a 10A of the Bail Act 1985 (South Australia).

Effects associated with remand in custody (particularly for those subsequently not convicted) include:<sup>30</sup>

- Increased likelihood of further offending as a consequence of contact with prison system.
- Increased risk of suicide and mental distress, disintegration of social supports and family ties.
- Disruption to employment and housing that may increase likelihood of reoffending on release.
- Limited access to supports, programs and services that might address factors underpinning the alleged offence.

DCS has sought to address issues associated with remand particularly for vulnerable groups through funding of a Bail Accommodation Support Program (BASP). The BASP will provide short term accommodation for alleged offenders on bail who lack accommodation as an alternative to being remanded in custody. Participation in the BASP will be voluntary and determined by the Magistrate. Support will be provided to residents 24/7 to maintain links to family, employment and other services whilst transitioning to longer term housing.

<sup>23</sup> Payne, J. (2007). Recidivism in Australia: findings and future research. Australian Institute of Criminology. Research and Public Policy Series.

<sup>24</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). What works to Reduce Reoffending: A summary of the evidence. Justice Analytical Services Scottish Government.

<sup>25</sup> DCS Data, 2016.

<sup>26</sup> A legal status indicating that a person is confined to custody on remand while awaiting the outcome of their trial. They may be unconvicted (remanded in custody for trial), convicted but awaiting sentence (remanded in custody for sentence) or awaiting deportation.

<sup>27</sup> Sue King, David Bamford and Rick Sarre, 'Factors the Influence Remand in Custody: Final Report to the Criminology Research Council' (2005) Criminology Research Council, 68–76.

<sup>28</sup> ABS, 4517.0 – Prisoners in Australia, 2015, <http://www.abs.gov.au/ausstats/abs@.nsf/mf/4517.0>

<sup>29</sup> Courts Administration Authority (Dec 2014). Remands in Custody Project: Final Report of the Steering Committee

<sup>30</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence.* Justice Analytical Services Scottish Government.



## Section 4: Reducing Reoffending – What does the evidence say?

- Rehabilitation is a highly individualised process and one-size-fits-all interventions do not work.
- Rehabilitative interventions with the strongest evidence base for reducing reoffending are cognitive-behavioural programs that address offending behaviour.
- It has been shown that psychological and psychosocial factors such as antisocial thoughts, antisocial personality traits and antisocial networks are strongly linked to reoffending.
- It has also been shown that lifestyles factors such as substance abuse, lack of accommodation and lack of employment are strongly linked to reoffending.
- Offenders' relationships with supervisors, family and friends are seen as important to rehabilitation.
- Access to stable accommodation is important in helping offenders access employment and training opportunities, which in turn supports rehabilitation.
- Poor educational skills can increase the risk of reoffending only to the extent they impact negatively on other needs such as employment prospects.
- On-the-job work experience and other forms of support, such as mentoring, help promote reintegration into the community which in turn reduces reoffending rates.
- Effective reintegration programs develop positive social networks and increase an offenders' sense of agency, self-belief and problem-solving skills.
- Getting older and maturing supports desistance from reoffending.<sup>31</sup>

### Rehabilitation

Community safety is an essential element of delivering effective responses to reduce reoffending and promote rehabilitation. This has been a key consideration in framing the Panel's deliberations in its review of the available rehabilitation evidence and current best practice.

One approach to safeguard the community against reoffending is by imprisoning offenders. However, the community can also be protected by minimising the likelihood of offenders and ex-offenders reoffending after release.

An approach gaining prominence in Australia and internationally seeks to provide treatment and ongoing support and services to prisoners during their incarceration and post their release. This recognises that prisoners and ex-offenders are confronted by "...a range of social, economic and personal challenges that can be barriers to a crime-free lifestyle..."<sup>32</sup>

A recent report (October 2016) by the UK Action and Research Centre argues that strengthened rehabilitation is not contradictory to community safety:

**"...A focus on rehabilitation is not inconsistent with effectively managing safety and security, but these processes need to be more nuanced, less complex and better aligned with delivering the longer-term goal of reducing people's risk inside prison and beyond..."<sup>33</sup>**

<sup>31</sup> Key points drawn from: Ministry of Justice Analytical Series (2013). Transforming Rehabilitation: a summary of evidence on reducing reoffending and; Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence*. Justice Analytical Services Scottish Government.

<sup>32</sup> Borzycki, M. and Baldry, E. (2003). Promoting Integration: the provision of prisoner post-release services. Trends and Issues in Crime and Criminal Justice no. 262. September 2003.

<sup>33</sup> O'Brien, R., & Robson, J. (October 2016) A Matter of Conviction: A blueprint for community-based rehabilitative prisons. Action & Research Centre (RSA). P29.

It proposes that people are often released back into the community with interventions simply ‘ticked off’ having little or no impact on their ability to resettle, partly because many were not ‘settled’ before they entered prison, have multiple unmet needs and because resettlement often falls short of what a person needs to participate back in society and have a good life.<sup>34</sup>

## So what does rehabilitation mean?

Rehabilitation can be described as a profound change in a person; turning from a criminal lifestyle to one that is ‘pro-social’ or socially accepted, based in self-efficacy, hope, a sense of purpose, resilience and problem solving – achieved through small steps often with relapses along the way.<sup>35</sup> It requires a shift in a person’s attitudes and behaviours, as well as the community’s responses to them, improved access to housing, employment and other supports and networks. This process of behaviour change is reflected throughout the literature and is often referred to as ‘desistance’ – which means, the stopping of offending behaviour and a shift towards compliance with the law and social norms.<sup>36</sup>

## Holistic Approaches to Reducing Reoffending

The research on ‘effective rehabilitation’ practice shows that offenders often experience multiple problems, many of which are “criminogenic” (that is, they contribute directly towards offending). Therefore, holistic approaches that address multiple needs are more likely to have a significant impact on reoffending.

‘Criminogenic factors’ can be *static* and *dynamic*.

*Static* factors, such as criminal history, age of first offence and cognitive function, cannot be changed but are among the strongest predictors of reoffending. *Dynamic* factors, such as education, employment, housing and drug and alcohol use, are not fixed and if tackled can provide the basis to help a person stop reoffending. In many cases, reoffending relates to a combination of factors, rather than any single one.

While the same static and dynamic factors may be relevant for both men and women, the strength of the connection to reoffending can vary. For instance, substance issues have been found to have a stronger relationship to reoffending for women than for men<sup>38</sup> and women are more likely than men to offend to support others’ (i.e. a partner) drug abuse as well as their own.<sup>39</sup>

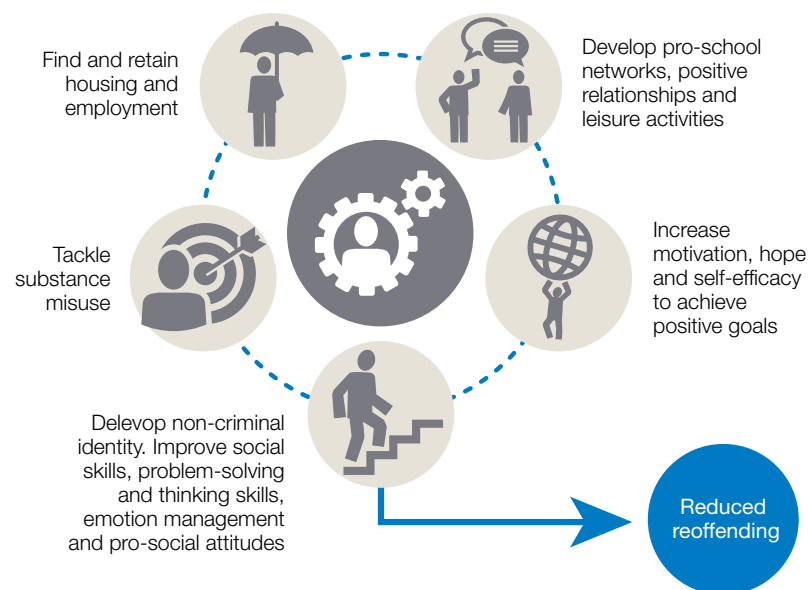


Figure 6: Desired outcomes of reducing reoffending programs based on criminogenic needs<sup>37</sup>

<sup>34</sup> Ibid.

<sup>35</sup> Ibid.

<sup>36</sup> Ibid.

<sup>37</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence*. Justice Analytical Services Scottish Government, p.18.

<sup>38</sup> Andrews et al. (2011) ‘Are the Major Risk/Need Factors Predictive of Both Female and Male Reoffending?: A Test With the Eight Domains of the Level of Service/Case Management Inventory’, *International Journal of Offender Therapy and Comparative Criminology*, 2012, 56: 113: <http://ijo.sagepub.com/content/56/1/113>

<sup>39</sup> Light et al. (2013) *Gender differences in substance misuse and mental health amongst prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) longitudinal cohort study of prisoners*, London, Ministry of Justice.

Offenders may have other needs that need addressing to promote effective rehabilitation and involvement in programs; as discussed in *Rehabilitation Frameworks*.

The literature recommends adopting holistic interventions:

“...Given that offenders often face challenges in a number of areas, such as drug misuse or educational deficits, some researchers suggest that holistic interventions that address multiple criminogenic needs are more likely to be effective in reducing reoffending. This is particularly the case for young people and women who offend...”<sup>40</sup>

Another critical element to successful rehabilitation is an offender’s readiness to change.

“...motivation of an offender to participate in rehabilitative programmes is key to their success, and interventions that are appropriately matched to the offenders’ level of motivation are more likely to be effective in reducing reoffending. The ‘Good Lives’ Model<sup>41</sup>, though in many respects consistent with elements of the RNR approach, incorporates a strong focus on offenders’ strengths and goals. It has been suggested that this can help increase the motivation of offenders to complete treatment but more research is required into its effects in practice...”<sup>42</sup>

The literature recommends offenders receive ongoing practical support beyond their time in prison to help with transition and reintegration back to communities and, services and programs are appropriately sequenced. For example, employment, while critical in the longer term, may not be a realistic short-term goal for an offender until other issues and needs are resolved.<sup>43</sup> Aftercare (particularly in the first 3–6 months post release) should form part of any comprehensive and holistic rehabilitation approach.

## Features of Effective Rehabilitation Interventions

As stated earlier in this section, interventions that help offenders develop positive social networks and increase their sense of agency, self-efficacy and problem-solving skills can help reduce reoffending.

For offenders with drug and alcohol issues, particularly women, substance treatment programs have been found to have a positive impact on offending and offer good value for money.<sup>44</sup>

The research is less clear on the impact of employment programs, alcohol-brief interventions, mental health interventions or holistic resettlement programs in reducing reoffending and more research is needed to substantiate their effects. Further, “...that while education programs may contribute to the positive development of offenders, they are unlikely to reduce reoffending on their own...”<sup>45</sup>

The literature recommends taking a ‘what works’ best practice approach that emphasises:

- Highly individualised and person-centred approaches rather than ‘one-size-fits-all’ interventions.
- Cognitive-behavioural programs that address criminogenic needs – these show the strongest evidence base for reducing reconviction rates.
- Supportive and trust-based supervision – this has been shown to help offenders desist from crime.
- Promoting positive relationships with supervisors, family and friends.
- Ongoing monitoring and evaluation to improve practice and build the evidence base.

What follows is a high level overview of contemporary rehabilitation frameworks and current evidence based thinking related to reducing reoffending.

<sup>40</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence*. Justice Analytical Services Scottish Government. P7.

<sup>41</sup> The Good Lives Model is a strengths-based approach to offender rehabilitation and is premised on the idea that, building capabilities and strengths in people will reduce their risk of reoffending. According to the GLM, people offend because they are attempting to secure some kind of valued outcome in their life. As such, offending is essentially the product of a desire for something inherently human and normal. Unfortunately, this desire can manifest itself in harmful and antisocial behaviours, due to a range of deficits and weaknesses within the offender and his/her environment. Essentially, these deficits prevent the offender from achieving desired pro-social and sustainable outcomes resulting in resorting to inappropriate and damaging offending behaviour. <http://www.goodlivesmodel.com/information>

<sup>42</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence*. Justice Analytical Services Scottish Government. P7.

<sup>43</sup> Harper, G. and Chitty, C. (2005). *The Impact of Corrections on Reoffending: A Review of What Works*, Home Office Research Study 291, London: Home Office

<sup>44</sup> Davies, L., Jones, A., Vamvakas, G., Dubourg, R. and Donmall, M. (2009) *Drug Treatment Outcomes Research Study (DTORS): Cost-effectiveness Analysis*. Home Office. Referenced in Sapouna, et al (2015) p.8.

<sup>45</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence*. Justice Analytical Services Scottish Government. P8.



## Rehabilitation Frameworks

### Risk, Needs and Responsivity (RNR)

‘What works’ emphasises RNR assessment as a critical and central element to rehabilitation planning and programming.<sup>46</sup> The risk principle states that “... the level of intervention should be matched to a person’s risk of reoffending with higher risk offenders receiving more intensive treatment. The need principle asserts that only factors directly associated with reoffending should be targeted in interventions and that crime-prevention may be overlooked if too much focus is paid to other social needs. Finally, the responsivity principle recommends that intervention programs should be matched to characteristics of the offender. Important responsivity characteristics include a person’s cognitive functioning, mental health issues, personality issues, gender and culture differences and experiences of trauma. RNR principles are based on general personality and cognitive social learning theory...”<sup>47</sup>

Cognitive-behavioural programs have been shown to achieve reductions in reoffending especially when they are rigorously implemented and combined with practical support in problem solving. Cognitive behavioural programs are part of rehabilitation interventions based on the RNR principles.

Motivation and strengths-based interventions that are appropriately matched to the person’s level of motivation are also more likely to be effective in reducing reoffending. This is a consistent finding in the desistance<sup>48</sup> literature that identifies that those offenders who are sufficiently motivated to change and are hopeful about the future are more likely to desist from further offending. Therefore, interventions are more likely to succeed if they target motivational factors and provide a sense of hope<sup>49</sup> for an individual.

The RNR evidence demonstrates the importance of ensuring more intensive, better structured interventions are funded and that these interventions are targeted toward offenders that are responsive to change.

### Desistance

‘Desistance’ theory is increasingly shaping rehabilitation approaches and policy and emphasises; a shift in behaviour, a change in identity (needed for long term sustained change), belonging to a community (sustained change depends on how others see you), and the importance of social capital considered alongside programs targeted to a person’s behaviour.

Desistance recommends strategies that promote “...wellbeing and resilience and address a person’s broader sense of how they function in life and feel about themselves can contribute to rehabilitation and reducing reoffending outcomes. Relationships and networks with others – family, community, employers etc., and the extent to which these provide a person with support can be significant in shaping behaviour, life chances and wellbeing...”<sup>50</sup>

It also promotes the idea that offenders will be motivated to change only when the positives outweigh the negatives and change will only be sustained if chosen freely rather than imposed and is part of relationships based on trust.<sup>51</sup> Focusing on offenders’ personal strengths rather than overemphasising their risk of reoffending has also been found as an effective way to increase a person’s motivation to change.

<sup>46</sup> Andrews, D.A. & Bonta, J. (2010). Rehabilitating criminal justice policy and practice, *Psychology, Public Policy, and Law*, 16(1), 39–55.

<sup>47</sup> Ibid.

<sup>48</sup> Desistance theory is an inherently individual and subjective process of change by which offenders come to live free from offending. Various factors are implicated in the change process – both natural (changes over time) and managed (changes due to rehabilitation programs or community strategies), these include: ageing, life stability, personal narrative, social identity.

<sup>49</sup> Caverley, A. and Farrall, S. (2011) *The Sensual Dynamics of Processes of Personal Reform: Desistance from Crime and the Role of Emotions* in Karstedt, S. Loader, I. and Strang H. (eds.) *Emotions, Crime and Justice*. Oxford: Hart Publishing.

<sup>50</sup> O’Brien, R., & Robson, J. (October 2016) *A Matter of Conviction: A blueprint for community-based rehabilitative prisons*. Action & Research Centre (RSA).

<sup>51</sup> McMurrin, M. (2002) *Motivating Offenders to Change: A Guide to Enhancing Engagement in Therapy*, Wiley-Blackwell.

## Individual Risk and Protective Factors

The likelihood of someone becoming involved in criminal activity or behaviour is influenced by various risk or protective factors within the person that includes their life experiences, family ties, peers and community environment. Risk factors are individual and social factors in a person's life that increase their likelihood of developing problems or difficulties that may lead to criminal behaviour.

Risk factors include: exposure to antisocial and/or criminal behaviours, socioeconomic disadvantage, family breakdown, poor health and living conditions, intergenerational trauma and incarceration, poor educational achievement and disengagement from education, sexual abuse, family violence, neglect, family drug and alcohol abuse, mental health problems, previous contact with the youth justice system, social and cultural discrimination and a history of failures—their own, their families and their support systems.

Offenders engaged in more persistent and repeat offending more often have histories of neglect, low levels of educational achievement, harmful levels of substance misuse and usually have histories of family trauma and conflict. This group also show more significant levels of cognitive disability, mental health disorders and substance use which can compound their experience of homelessness, unemployment, low levels of family support and likely return to custody post release.<sup>52</sup>

Risk factors can combine in a person's life and the likelihood of a person reoffending increases with the number and intensity of risk factors and lack of protective factors they experience.

Research identifies a number of protective factors that can reduce the likelihood of a person engaging in criminal behaviour. Where these factors are strong, they can effectively reduce the likelihood of continued criminal behaviour and offset the influence of multiple risks.

Individuals may have similar risk factors, but differ in reoffending due to the presence or absence of protective factors. They represent strengths to build on and can reduce the impact of present risks. Protective factors may involve strengths in person's disposition and competencies, family environment and relationships or external support systems.

Protective factors shown to reduce anti-social behaviour and criminal offending include; resilience and individual wellbeing, pro-social behaviour (empathy), cognitive skills (e.g. language development and communication skills, successful school experiences), strong and supportive family relationships and networks, involvement in community activities and social and problem-solving skills.

## Reoffending Pathways

Offending is not just a legal and criminal justice problem; it is also a social problem with social causes and effects. There are many factors that contribute to a person's criminal behaviour and reoffending. Any response to reoffending requires an understanding of these factors and how they can contribute to a person's likelihood of offending and reoffending.

International research<sup>53</sup> shows a strong link between individual and social factors and a predisposition to reoffend. These factors are separate from an individual's risk and needs profile and are linked to the types of activities, social networks, and physical and financial circumstances they experience.

<sup>52</sup> Baldry, E., Dowse, L., Clarence, M., & Snoyman, P. (June 2012). Pathways into and avenues out of Criminal Justice for Young People with Cognitive and Mental Disorders. UNSW.

<sup>53</sup> Payne, J. (2007). Recidivism in Australia: findings and future research. Australian Institute of Criminology. Research and Public Policy Series.

Factors shown to contribute to the risk of offending and reoffending include:<sup>54</sup>

- **Unemployment** – individuals without stable or consistent employment are more likely to reoffend.<sup>55</sup>
- **Education and schooling** – individuals with lower educational attainment are more likely to reoffend.<sup>56</sup>
- **Housing and home location** – individuals living in socioeconomic disadvantage, including living in government housing, being homeless, or those with high residential mobility, are more likely to reoffend.<sup>57</sup>
- **Family, community or cultural ties** – individuals with limited family support, community or cultural attachment are more likely to reoffend.<sup>58</sup>
- **Mental health** – individuals with mental health problems and limited social and medical support are more likely to reoffend.<sup>59</sup>
- **Drug and alcohol use** – drug and alcohol using individuals are more likely to reoffend, depending on drug type and frequency of use.<sup>60</sup>

Baldry et al<sup>61</sup> found that chronic homelessness, poverty and lack of support in ex-prisoners' lives along with accommodation instability are also likely predictors of a return to prison.

*"High recidivism rates indicate that many ex-prisoners have not benefited from rehabilitative processes during their time in prison and are not successful in the transition back into the community. Housing and other social factors have been shown in international research, as crucial to successful transition... Reduction in poor communities of publicly provided transport, affordable decent housing, employment, health services — especially drug and alcohol services, relevant education services, and legal aid leaves those, like ex-prisoners, who cannot afford to participate in private market solutions, without capacity to address these exclusions..."*<sup>62</sup>

## Women's Pathways

In a paper commissioned by the DCS, 'Understanding the Needs of Female Prisoners in South Australia',<sup>63</sup> findings identified that women experience unique life events that create pathways to offending different to men. Adverse life events such as experiencing abuse become forerunners to personal issues that can lead to offending:

*"...whilst characteristics such as physical and sexual abuse and mental health problems may not be 'criminogenic' in their own right (i.e., directly predictive of reoffending) (Hollin & Palmer, 2006), they should be considered to be important precursors to more established criminogenic needs (such as antisocial attitudes or substance use). So, whilst some areas of need (e.g., finance, accommodation, education, employment, substance use; see Bonta & Wormwith, 2013) are clearly relevant to both men and women, there is a case to provide specialist services to address these gender-specific needs..."*<sup>64</sup>

<sup>54</sup> Ibid.

<sup>55</sup> Baldry et al. 2003; Makkai & Veraar 2003; Makkai et al. 2004; Salmenainen 1995

<sup>56</sup> Prichard & Payne 2005; Salmelainen 1995

<sup>57</sup> Buckman, Livingstone & Lynch 2003; Cain 1998; Carcach and Leverett 1999; Makkai et al. 2004; Salmainen 1995

<sup>58</sup> Makkai & Veraar 2003; Payne 2005; Great Britain. Social Exclusion Unit 2002

<sup>59</sup> Do we have a reference for this?

<sup>60</sup> Makkai et al. 2004; Putnins 2003; Salmenainen 1995; Stevenson & Forsythe 1998.

<sup>61</sup> Baldry et al 2006

<sup>62</sup> Baldry, E. McDonnell, D. Maplestone, P. and Peeters, M. (2006). Ex-Prisoners, Homelessness and the State in Australia. The Australian and New Zealand Journal of Criminology. V39.1.2006

<sup>63</sup> Casey, S. and Gerace, A. (2015). Understanding the Needs of Female Prisoners in South Australia. Deakin University

<sup>64</sup> Casey, S. and Gerace, A. (2015). Understanding the Needs of Female Prisoners in South Australia. Deakin University. P4.

## Aboriginal People's Pathways

A report tabled to the Commonwealth's Standing Committee on Aboriginal and Torres Strait Islander Affairs into high levels of Aboriginal youth and young adults involved in the criminal justice system,<sup>65</sup> 'Doing Time – Time For Doing: Indigenous youth in the criminal justice system' noted that:

*"...[Aboriginal] contact with the criminal justice system represents a symptom of the broader social and economic disadvantage faced by many Indigenous people in Australia. We have reached the point of intergenerational family dysfunction in many Indigenous communities, with problems of domestic violence, alcohol and drug abuse, inadequate housing, poor health and school attendance, and a lack of job skills and employment opportunities impacting on the next generation of Indigenous Australians. Additionally, there has been a loss of cultural knowledge in many Indigenous communities, which has disrupted traditional values and norms of appropriate social behaviour from being transferred from one generation to the next..."*<sup>66</sup>

The overrepresentation of Aboriginal people in the justice system represents a national crisis requiring rapid and effective responses to prevent current and future generations from entering and re-entering the criminal justice system and a 'sustained commitment and rigour' across jurisdictions to address the root causes of Aboriginal disadvantage and to rehabilitate Aboriginal people in the criminal justice system.<sup>67</sup>

The report recommends a variety of strategies to help reduce overrepresentation but in the main says effort should be focused on; the critical need for early intervention from the early years, addressing broader social and economic disadvantage, social norms and family dysfunction, strengthening connections to community and culture, and narrowing the gap in the areas of health, education, accommodation and employment.

## Intergenerational Pathways

A number of studies have explored the link between the incarceration of a parent or parents and the impact this has on their children and future pathways to prison.

In Australia, a study of 794 prisoners selected on admission to 74 facilities during 2012, nearly 20% reported experiencing, in their childhood, the incarceration of their mother or father. 3% had experienced the incarceration of both parents.<sup>68</sup>

Nationally, 5% of all children and 20% of Aboriginal children aged 15 years or under (n=38,000) are estimated to experience the incarceration of one or both parents on an annual basis.<sup>69</sup> The scant evidence suggests up to one third of prisoners (and half of Aboriginal prisoners) have known the incarceration of a parent during their own childhood(s).<sup>70</sup> Of the daily national population of 30,000 prisoners (and the approximately 60,000 annual prisoner discharge episodes), a sizeable proportion are believed to be second or third and perhaps even fourth or fifth generation incarcerates.<sup>71</sup>

In a literature review undertaken by Professor Mark Halsey, Centre for Crime Policy & Research, Flinders University, cited evidence that "...studies in the US indicate 'that imprisoning a parent increases the likelihood of their children becoming incarcerated by up to six times' (Woodward, 2003)..."<sup>72</sup> A recent Victorian report<sup>73</sup> supports this finding suggesting that incarceration of a parent has profound, long-lasting and detrimental impacts on children.

Children of incarcerated parents experience stigmatisation from peers and community, including their school community that can result in "...an array of negative consequences for the affected child and their families, including: internalising of problems, isolation, disengagement and withdrawal from school, low life outcomes, trauma and mental health issues... boys whose parents are in prison are at greater risk of displaying problem behaviour, showing less ability to manage their feelings and problems and, subsequently, externalising by engaging in antisocial behaviours..."<sup>74</sup>

<sup>65</sup> Standing Committee on Aboriginal and Torres Strait Islander Affairs (2011) Doing time – time for doing: Indigenous youth in the criminal justice system Canberra: Parliament of Australia

<sup>66</sup> House standing Committee on Aboriginal and Torres Strait Islander Affairs. (2011). Doing Time – Time for Doing: Indigenous Youth in the Criminal Justice System. P9. [http://www.aph.gov.au/parliamentary\\_business/committees/house\\_of\\_representatives\\_committees?url=atsia/sentencing/report.htm#chapters](http://www.aph.gov.au/parliamentary_business/committees/house_of_representatives_committees?url=atsia/sentencing/report.htm#chapters)

<sup>67</sup> Ibid.

<sup>68</sup> (AIHW, 2013: 29–30).

<sup>69</sup> (Quilty, 2004 & 2005)

<sup>70</sup> (Tomaino et al., 2005).

<sup>71</sup> Halsey, M. (2015). Generations through prison Survey Results. Slide Presentation

<sup>72</sup> Halsey, M. (2014). Research Application. Generations through prison: A critical exploration of the causes, experiences, and consequences of intergenerational incarceration

<sup>73</sup> (McCrickard and Flynn, 2016)

<sup>74</sup> McCrickland, R. and Flynn, C. (2016). Responding to Children of Prisoners: The Views of Education Professionals in Victoria. Children Australia. Volume 41 Number 1 pp. 39–48 C \_ The Author(s) 2015 doi:10.1017/cha.2015.15. Accessed on 10/11/2016

## People with Complex Needs

Baldry et al<sup>75</sup> found that for groups with complex needs, i.e. Aboriginal people with mental and cognitive disabilities, prison is a predictable and preventable path. Through detailed pathway analysis she identified that the "...interactions of diagnoses, vulnerabilities, complex support needs and intensive interventions coalesce for Aboriginal people and those with mental and cognitive disabilities in the criminal justice system..." confirming that those with more complex needs are significantly more likely to have experienced earlier and more frequent contact with the criminal justice system and greater disadvantage than non-Aboriginal people and to:

- Have been in out-of-home-care.
- Come into contact with police at a younger age and at a higher rate as a victim and offender.
- Have higher numbers and rates of convictions.
- More episodes of remand and higher rates of homelessness than non-Indigenous people.
- Have complex support needs (multiple diagnoses and disability) in particular significantly more and earlier contact with police.
- Have been Youth Justice clients.
- Have more police and prison episodes throughout their lives than those with a single or no diagnosis.

NSW corrections data (used as a basis for Baldry's analysis) highlights that most of the offences committed by people with more complex needs are in the less serious categories of offences – theft and related offences, public order offences, offences against justice procedures, government security and government operations and traffic and vehicle regulatory offences.<sup>76</sup>

## Factors that Contribute to Reduced Reoffending

Throughout the literature, a number of factors are highlighted as critical in the prevention of reoffending. These include:<sup>77</sup>

### • **Secure and stable housing.**

A lack of housing and or stable address is a practical barrier to accessing services, welfare payments, re-gaining access to children, or being prepared and well-equipped to follow a routine and hold down a job. Finding safe, affordable and longer term accommodation is key aspect to reducing reoffending.

### • **Positive relationships and social networks.**

Relationships can significantly promote chances of success in reducing reoffending. Desistance studies have found that rebuilding ties with family, friends and the wider community and developing new positive relationships through work or marriage are important aspects of desisting from crime.<sup>78</sup> Furthermore, research suggests that offenders who feel a part of society are less likely to reoffend compared to those who feel stigmatised. Relationships with anti-social peers has been described as 'one of the most potent predictors of reoffending'.

### • **Capabilities, self-belief and problem-solving skills.**

Increasing a person's capabilities, self-belief and problem-solving skills can be effective in reducing reoffending. Offenders are more likely to eventually desist from offending if they acquire a sense of agency and control over their lives and a more positive outlook on their futures.

### • **Access to stable and quality employment on release.**

There is mixed evidence, mainly from the US, on the effectiveness of interventions designed to improve employment prospects of offenders, however sustainable employment opportunities aligned to individual preferences, strengths and at a higher occupation level can offer protection against further offending.<sup>79</sup>

<sup>75</sup> Baldry et al (2015)

<sup>76</sup> Baldry, E. McCausland, R. Dowse, L. & McEntyre, E. (October 2015). A Predictable and Preventable Path: Aboriginal people with mental and cognitive disabilities in the Criminal Justice System. UNSW.

<sup>77</sup> Sapouna, M., Bisset, C. Conlong, A.M. Matthews, B. (2015). *What works to Reduce Reoffending: A summary of the evidence*. Justice Analytical Services Scottish Government

<sup>78</sup> McNeil, F. and Weaver, B. (2010b) Changing Lives: Desistance Research and Offender Management, accessed on 10/04/14 at <http://www.sccjr.ac.uk/pubs/Changing-Lives-Desistance-Research-and-Offender-Management/255>.

<sup>79</sup> Ramakers, A. Nieuwbeerta, P., Wilsem, J.V., & Dirkzwager, A. (2016). Not Just Any Job will Do: A study on employment characteristics and recidivism risks after release. *International Journal of Offender Therapy and Comparative Criminology*. 1–24.

- **Addressing drug and alcohol issues.**

Drug dependency is a risk factor for reoffending and a significant proportion of offenders are assessed as having a drug and alcohol issue. Offenders that enter treatment quickly, stay in treatment for as long as required and are provided with wider support are more likely to not reoffend. There is strong evidence that prison-based treatment programs are most effective when followed-up with community aftercare supports.<sup>80</sup> Various drug treatment programs have been used for offenders with drug problems, including therapeutic communities, drug courts, cognitive behavioural programs and pharmacological substitution. There is evidence that drug treatment represents value for money. A UK Home Office Study estimated "...that for each £1 spent on structured drug treatment, on average society saves £2.50 in terms of reduced crime, costs to the criminal justice system and health and social care services..."<sup>81</sup>

- **Treatment of mental health issues.**

Mental health problems are disproportionately prevalent in the prison population, especially among women – however there is little evidence that treatment of mental health issues reduces reoffending. Whilst the body of evidence is limited, there is some research support that speciality case management and addressing service gaps can help reduce reoffending among offenders with a mental health issue.

- **Connection between services.**

Prisoners and offenders often have complex needs. Service providers often focus on a single need and do not have capacity, funding or mandate to deliver wrap-around, longer term services of different levels of intensity in coordination with others. Connections between services are critical where offenders or ex-prisoners have multiple needs across a range of areas and sectors, such as health, housing and employment.

- **Availability of evidence based programs and services.**

The availability and ability to access evidence-based services while on a community based order or reintegrating from prison can be a challenge. Services may not be available due to small intake sizes, provider capacity or geographical isolation. Services may be available but potential clients not aware of or referred to them, sometimes because of the lack of connections between services. Additionally, many services are rarely rigorously tested to measure their impact, making it difficult to gauge if they have a positive, negative or no impact at all on reoffending outcomes.

<sup>80</sup> Holloway, K., Bennett, T. and Farrington, D. (2005) The Effectiveness of Criminal Justice and Treatment Programmes in Reducing Drug-related Crime: A Systematic Review, Home Office Online Report 26/05. London: Home Office.

<sup>81</sup> Davies, L., Jones, A., Vamvakas, G., Dubourg, R. and Donmall, M. (2009). Drug Treatment Outcomes Research Study (DTORS): Cost-effectiveness Analysis. Home Office. [http://www.dtors.org.uk/reports/DTORS\\_CostEffect\\_Implications.pdf](http://www.dtors.org.uk/reports/DTORS_CostEffect_Implications.pdf)





## Section 5: The Way Forward: The Foundation for Reducing Reoffending

### Vision: 'A safer community by reducing reoffending: 10% by 2020.'

- The following principles guided the deliberations of the Strategic Policy Panel in forming their response:
  - Community safety
  - Offender rehabilitation
  - Targeted and person-centred
  - Reflect gender and cultural difference
  - Outcome focused
  - Monitored and evaluated
  - High quality and evidence-based
  - Cross-Government Support
  - Whole of Community Engagement
  - Adequate Resource Allocation
- As well as achieving the 10% target, the implementation of the recommendations could also lead to benefits for:
  - Communities, victims, their families, and families of offenders
  - Prisoners, offenders, and ex-offenders
  - The criminal justice system

In achieving the reducing reoffending target, the Panel's underpinning vision is:

### 'A safer community by reducing reoffending: 10% by 2020'

The vision acknowledges that community safety must remain paramount to all decision making and strategy implementation across the criminal justice system. By achieving a reduction in reoffending, there should be less crime and fewer victims.

## Principles

The Panel's recommendations are underpinned by the following principles:

1. **Community safety** should be the primary consideration in formulating and implementing the recommendations in the Report.
2. **Offender Rehabilitation** is an essential component of an effective criminal justice system.
3. Programs are **targeted and person-centred** and support individuals to achieve lasting change and to desist from crime long-term.
4. Programs and policies accommodate the diversity of South Australia's offender population with specific responses that **reflect gender and cultural difference**.
5. Service design and funding is **outcome focused** as it seeks to achieve positive changes for prisoners, offenders and the broader community.
6. **Monitoring and evaluation** is built into all DCS programs and policies with an emphasis on high **quality and evidence-based** service delivery.
7. There is **cross-government and whole-of-community** support to achieve the target of a 10% reduction in reoffending by 2020.
8. An **adequate resource allocation model** is crucial to the effective implementation of the Panel's recommendations.



## Benefits of achieving 10% by 2020

As well as achieving the 10% target, the implementation of the recommendations could lead to benefits as outlined below.

### **Benefits for communities, victims, their families, and families of offenders:**

- Increased community safety and public protection through the delivery of high quality programs and adoption of an effective approach to managing offenders on community and custodial sentences.
- Enhanced public understanding and confidence in South Australia's criminal justice system.
- Consideration of victims' and their families' needs, including appropriate and timely information.
- Improved outcomes for families of offenders.

### **Benefits for prisoners, offenders, and ex-offenders:**

- Increased support to live crime free lives.
- Greater labour force participation.
- Improved skills and education.
- Sustained or improved physical and mental wellbeing.
- Increased connection to culture for Aboriginal offenders.
- Greater wellbeing and resilience.
- Reduced dependency on alcohol and drugs.
- Increased ability to access and sustain suitable accommodation.
- Positive relationships with families, peers and community.

### **Benefits for the criminal justice system:**

- DCS resources, staff and culture are best utilised to achieve the Reducing Reoffending: 10% by 2020 target.
- Other Government agencies and the not-for-profit and private sectors work in partnership with the DCS to achieve the Reducing Reoffending: 10% by 2020 target.
- Department programs and supports are appropriately targeted to achieve the greatest benefit.
- A consistent approach to offender management and systematic cooperation across justice agencies supported by a system of integrated case management.
- Wider partnerships of rehabilitation services encompassing drug and alcohol treatment, housing, health and mental health, disability, education, training and employment.

## Reducing Reoffending: 10% by 2020 Framework

Underpinning the Panel's strategies and recommendations is the Reducing Reoffending Framework (Figure 7).

The framework sets out the complexity and multitude of factors that can contribute to offending behaviour and a person's rehabilitation; it forms the basis for the Panel's recommendations.

A prisoner-centric approach puts the individual at the centre of the rehabilitation process. It emphasises that, to reduce reoffending, rehabilitation planning and programs need to:

- Be based on an individual's readiness to change, motivation and understanding of personal responsibility for behaviour and crimes committed.
- Take into consideration an individual's risk of reoffending and potential harm to community.
- Be responsive to individuals' specific needs, history of offending, gender, culture, age and other factors that may have contributed to offending such as mental health, drug and alcohol use, history of abuse or cognitive function.

In adopting a prisoner-centric approach to delivering its strategies and recommendations, the Panel is committed to ensuring that the safety of the community is not to be compromised. DCS' primary consideration must be community safety.

The framework contends that an offender's behaviour is shaped by a range of factors and influences at the individual, family, social, community and environmental levels. It recognises that risk factors can influence an individual's likelihood of ongoing involvement in crime. As raised in Section Three, risk factors can be static and dynamic.

Risk and protective factors are interrelated and together can affect current behaviour and future reoffending. The promotion of protective factors, such as a job, secure housing, positive relationships and personal resilience can help reduce risk factors and also provide an incentive for change.

Individual lifestyle factors include elements such as substance abuse, accommodation and employment; these factors are strongly linked to the likelihood of reoffending. Lifestyle factors includes both risk and protective factors and are a key area of focus for the Panel where a person can be supported to gain or maintain protective factors and minimise risk factors.

An individual's immediate social influences, i.e. peers and partner relationship, can positively and negatively influence their behaviour and likelihood to reoffend.

Socioeconomic, cultural, technological and environmental conditions are broader societal elements that come together to impact the lives of individuals and communities.<sup>82</sup> Circumstances may include: availability of employment opportunities, income level, stable and secure housing, quality of education and access to services and healthcare.

Framed by this understanding of 'why people offend', the Panel identified four priority areas that require focus to achieve the 10% by 2020 target:

1. Rehabilitation
2. Housing, Education and Employment
3. Health, Wellbeing and Resilience
4. Positive Networks and Relationships.

Each of these focus areas include various sub-themes that articulate where change is required. The final two layers of the framework highlight key principles and elements that must be reflected and embedded across the six strategies and delivery of the 36 recommendations.

Key elements to achieve the 10% reducing reoffending target by 2020 are:

- Rehabilitation, targeted at the needs of the individual.
- Employment, i.e. meaningful activity which includes both paid and unpaid work.
- Stable Housing, following the Housing First model.<sup>83</sup>
- Education, with a focus on the range of education responses from basic literacy and numeracy to targeted vocational training.
- Health, both physical and mental.
- Personal wellbeing and resilience.
- Positive networks, community members and peers.
- Relationships, especially with family members where appropriate.

The framework provides the foundation for the strategies developed by the Panel with key areas requiring change threaded throughout the associated recommendations.

<sup>82</sup> World Health Organisation's Social Determinants of Health

<sup>83</sup> Volker Busch-Geertsema. (2013). Housing First Europe Final Report. <http://www.habitat.hu/files/FinalReportHousingFirstEurope.pdf>

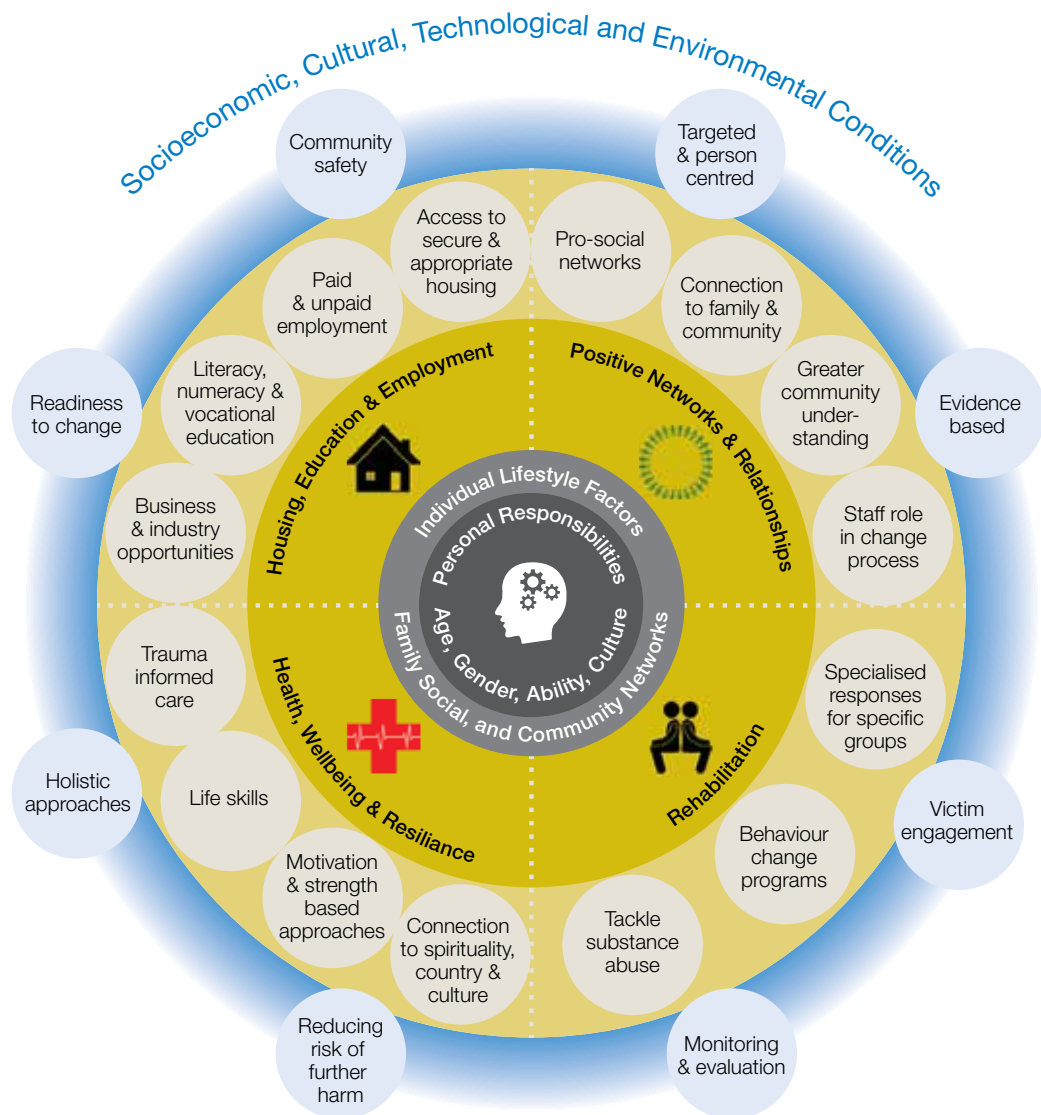


Figure 7: Reducing Reoffending Framework



## Section 6: Strategies and Recommendations

- **Six strategy areas** to reduce reoffending in South Australia's offender population have been identified:

**Strategy 1 Recommendations 1 to 9: Successful Return to Community** with individualised case management plans for all offenders from entry to the corrections system to six months post-release, where appropriate.

**Strategy 2 Recommendations 10 to 13: Employment and Industry** where partnerships are developed between DCS and the South Australian business sector to improve the employment outcomes for prisoners and offenders.

**Strategy 3 Recommendations 14 to 21: Prioritising Target Cohorts** to ensure programs are targeted to groups to achieve the best results, which include women offenders, prisoners on short sentences, individuals on remand, and offenders in community corrections.

**Strategy 4 Recommendations 22 to 28: Strategy for Aboriginal Offenders** to ensure targeted and culturally appropriate services and programs. All of the Panel's recommendations must consider the specific and cultural needs of Aboriginal offenders when being implemented.

**Strategy 5 Recommendations 29 to 32: DCS Agency and Staff Response** that allows for change within the current system to ensure that the target is supported by DCS' culture, resources, capabilities and structures.

**Strategy 6 Recommendations 33 to 36: Partnerships and Collaboration** with other government agencies and public and private sector partners that ensure the successful delivery of services and programs.

- Through these strategies, the Panel aims to ensure that the actions undertaken by DCS and its partner organisations are part of a holistic response that addresses offending.
- The recommendations that fall under these strategies ensure that DCS programs and staff members focus on reducing risk factors and building protective factors in the lives of individual offenders. This is balanced by an understanding of the need for whole-of-system and community change.
- Each strategy has a defined outcome and associated recommendations for implementation over the next four years.



## 1. Successful Return to Community

**Outcome: *Provision of end-to-end case management for prisoners from prison entry to post-release to ensure successful and sustained return to the community.***

The Panel recommends that key performance indicators be established to provide clear goals for prisoner attainment at the point of release to the community. Whilst the main indicator is reoffending, health, housing, employment, and other key areas must also be measured.

From the moment of entry, a prisoner should be given an appropriate assessment to enable the development of a tailored case management plan. This will provide the prisoner with the opportunity to achieve the stated key performance indicators and to successfully transition back to community. This 'end-to-end' case management plan, individually tailored to the risks, needs and circumstances of the offender, should have significant input from the prisoner, enabling them to own their discharge plan.

Under this plan, programs must be tailored to respond to the risks, needs and responsivity of the individual. DCS should provide evidence-based 'what works' rehabilitation programs, developed within a RNR rehabilitation framework and, depending on the specific circumstances of the individual, trauma informed care approach.

Programs that respond to alcohol and drug use, violent and sexual behaviour, and domestic and family violence should be made available to all prisoners who require them, including prisoners who 'churn' through the prison system on short, frequent sentences (less than twelve months) and individuals on remand, where appropriate.

Whilst women represent approximately 7% of the prison population their rehabilitative needs and criminogenic profile are often vastly different to their male cohorts. DCS must develop and implement programs for women offenders that are gender specific.

Aboriginal offenders also have different journeys into and through the criminal justice system and require Aboriginal-specific responses and programs.

In the same way, offenders from culturally and linguistically diverse (CALD) backgrounds should be engaged through culturally relevant and appropriate programs. CALD offenders may face 'a range of complex issues including discrimination and prejudice, disenfranchisement and social isolation and difficulties assimilating within the broader Australian culture and/or maintaining a sense of identification with their culture of origin.'<sup>84</sup>

The Panel recommends that transition support for prisoners be extended for a period of time post release to ensure smooth re-entry to the community and to track progress through benchmarking and evaluation. Where appropriate, a period of six months is preferred (or during the entire parole period). Transition supports must be tailored to the communities to which offenders return.

A key risk at the time of transition from prison is homelessness. An appropriate and sustainable housing model should be developed to ensure people are able to move forward with their lives. Under a 'housing first' approach, housing forms the foundation from which people are able to access other supports.

Transition planning must also consider the health needs of the prisoner, both physical and mental. Whilst acknowledging the current infrastructure constraints on South Australian Prison Health, the Panel recognises a need for the medical plans to be provided to prisoners leaving prison who require ongoing medical interventions. This will prevent admissions to the emergency department within days of release and returns to the system as a way of obtaining medication. This should be supported by the prioritisation of health planning and access to health services, especially for women prisoners, whilst in prison.

<sup>84</sup> Australian Institute of Criminology. (2011). Crime Prevention Programs for Culturally and Linguistically Diverse Communities in Australia. Research in Practice no.18.

### Key recommendations for DCS for 2017–2020:

1. Develop an **end-to-end case management** program with appropriate performance indicators that supports prisoners from prison entry through to post-release.
2. Recognise **prisoner diversity** and tailor programs to be most responsive to particular groups, taking differences and specific needs into consideration. Programs must be appropriately tailored to women, Aboriginal, CALD, and learning or cognitive impaired offenders; all of whom require customised responses.
3. Develop a **transition** program for offenders leaving the prison system with supports and services provided up to six months post-release, where appropriate.
4. Develop a stable **housing model** to support prisoners release to appropriate accommodation.
5. Ensure assessment processes and case planning provides prisoners with the appropriate pathways to participate in meaningful **workforce activity** post-release, through paid or unpaid work.
6. Ensure **drug and alcohol treatment programs** are an integral part of DCS' rehabilitation strategy.
7. Investigate the development of dedicated **therapeutic communities** within the prison environment.
8. Improve information sharing and support for **offenders' families**, so that they are better involved in reintegration preparation and planning.

### Key recommendations for other agencies in partnership with DCS for 2017–2020:

9. South Australian Prison Health to enhance prisoners' access to health services and ensure the delivery of **medical plans** on release, for prisoners requiring ongoing medical interventions.



## 2. Employment and Industry

**Outcome: Improved employment outcomes for prisoners and offenders.**

Partnerships with South Australia's business sector present a key opportunity for achieving to the 10% target. This area provides DCS with a range of opportunities for offenders returning to community and for the expansion of prison industries.

Paid and non-paid workforce participation has been shown to play a pivotal role in reducing the risk of reoffending. Getting back into work can provide ex-offenders with a much needed financial grounding, a new sense of status and purpose and an avenue for forming conventional connections with employers, co-workers and the community.

Partnerships with local businesses as well as educational and vocational/employment training providers are extremely positive and are a critical component of this approach in equipping prisoners to be work ready and be able to gain and retain employment on release.

The Business Survey conducted by Business SA and DCS revealed an opportunity to better engage local businesses. Sector partnerships can support the development of new opportunities for prison industries, post prison employment and innovative opportunities including social ventures.

The Panel recommends that DCS develop a specific prisoner employment scheme. Prisoners returning to the community and seeking work (both paid and unpaid) pose challenges that cannot be handled by a usual employment agency. DCS should commission or create a suitable employment body to work directly with offenders to ensure they are 'job ready' upon release. The employment body must focus on seeing offenders engaged gainfully in some capacity in the community post release and should be held responsible through targeted key performance indicators.

**Key recommendations for DCS for 2017–2020:**

10. Engage a specialist **job network provider** to work with prisoners to engage in meaningful activity, including employment, when returning to community.
11. Investigate the expansion of **prison industries**.
12. Investigate opportunities for **social ventures**.
13. Develop **partnerships with the local business sector** that seek to:
  - Build DCS' understanding of the needs of business and potential opportunities for collaboration.
  - Overcome barriers facing offenders and ex-offenders to gaining meaningful employment both paid and unpaid.
  - Undertake a feasibility study with businesses to investigate opportunities for joint ventures programs to produce products currently being manufactured overseas.
  - Increase training and education and explore apprenticeship opportunities.

### 3. Prioritising Target Cohorts

**Outcome: Programs and supports are prioritised towards offenders who will receive the greatest benefit.**

In addition to the system-wide recommendations, the Panel understands that, to achieve a 10% reduction in reoffending by 2020, responses need to prioritise offenders who are receptive to change and who will receive the most benefit from the interventions.

Here, DCS should direct resources based on evidence of improved outcomes. Services should be invested in offenders with a high risk of reoffending where DCS can contribute to improved outcomes and, therefore, a reduction in reoffending. Offenders serving a longer sentence (greater than two years) have lower reoffending rates compared to those serving less than two years.

Through the Panel's deliberations, four cohorts were identified as offering opportunities for improved responses to achieve the target.

- **Remand:** individuals may be detained on remand for long periods of time and, if found guilty, may be immediately released due to 'time served'. Individuals on remand are currently unable to access some services and supports which could assist them to stop offending. The Panel sees this group as being a missed opportunity for DCS to address reoffending.
- **Short sentences (less than 12 months):** offenders on short sentences do not receive the same level of access to programs. There is a tendency for this group to 'churn' through the prison system on short, frequent sentences. There is an opportunity to target programs here to achieve lasting change in the likelihood of reoffending.
- **Community based orders:** programs, services and supports should be expanded for offenders on community based orders to ensure that these individuals are supported to build and maintain meaningful lives in community.
- **Women offenders:** women offenders require targeted responses and are a growth area across South Australia. The Panel endorses DCS' Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019 as critical to improving outcomes for women offenders.

Key recommendations for DCS for 2017–2020:

14. Ensure that resources and programs are targeted, evidence-based and focus on cohorts which will provide the best **return on investment**.
15. **Prioritise** offenders and prisoners who are responsive and ready to change.
16. Ensure DCS' **risk assessment tools** and processes gather the information required to appropriately prioritise and target programs to the individual needs of offenders.
17. Ensure all programs are rigorously **monitored and evaluated**.
18. Investigate and implement strategies to provide **individuals on remand** with rehabilitation whilst at the same time accounting for the legal and ethical constraints that apply to the remand cohort.
19. Investigate and implement strategies that better target **offenders on short sentences** (less than twelve months) through evidence-based interventions that are shown to have meaningful impacts on reoffending.
20. Investigate and implement strategies that provide appropriate rehabilitation programs and supports for **offenders on community based sentences** to support them to desist from crime.
21. Continue to deliver on the actions in the **Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019**.



## 4. Strategy for Aboriginal Offenders

**Outcome: *Programs, policies and supports are culturally appropriate and tailored to the needs of Aboriginal offenders.***

The Panel has actively sought advice from the Reducing Reoffending: 10% by 2020 Aboriginal Reference Group in the development of these recommendations.

All recommendations should be implemented so as to cater for the particular and cultural needs of Aboriginal offenders. However, the Panel also believes there are some programs and services which should be designed and implemented specifically for Aboriginal offenders and their families.

The Panel recognises that responses tailored to the strengths and needs of Aboriginal offenders are essential to achieving a 10% reduction in reoffending by 2020. The safety of Aboriginal communities should be paramount when delivering the Panel's recommendations.

Aboriginal offenders have a different journey into and through the criminal justice system. Issues of intergenerational trauma, offending and institutionalisation have ongoing impacts on Aboriginal communities today. Delivering Aboriginal-specific responses and programs is made more complicated by the reality that there is no one Aboriginal cultural group or language.

The Panel's recommendations are based on an understanding of the diversity of Aboriginal culture in South Australia and the different journeys and challenges Aboriginal offenders face depending on whether they live in a metropolitan, regional or remote area.

DCS must be a champion for increased cultural awareness and should equip its staff through training so that programs, supports and services are culturally aware and appropriately tailored. The Panel recognises that DCS is currently expanding its programs and staff training to increase the cultural competence of all staff members and to ensure that programs are appropriately tailored to meet the needs and circumstances of Aboriginal offenders.

**Key recommendations for DCS for 2017–2020:**

22. Ensure the **specific and cultural needs** of Aboriginal offenders are included in the implementation of all Panel recommendations.
23. Develop a **strategic framework** for Aboriginal offenders. The framework must be founded on a rigorous examination of issues facing Aboriginal offenders and be results based.
24. Ensure that Aboriginal offenders who are **returning to country** receive specialised transition supports and services.
25. Continue to pursue, in concert with the community, the development of a **community transition centre** close to country.
26. Maintain links with the **Chief Executive Group for Aboriginal Affairs** as a forum for critical discussion on issues, policies and programs affecting Aboriginal offenders.
27. Ensure **translation services** are provided for Aboriginal offenders who do not speak English as their first language.
28. Continue to **strengthen partnerships with Aboriginal businesses and community organisations**.

## 5. DCS Agency and Staff Response

**Outcome: DCS resources, staff and culture are best utilised to achieve the Reducing Reoffending: 10% by 2020 target.**

DCS plays an important role in the South Australian criminal justice system. Whilst being committed to providing offenders with opportunities for rehabilitation and reintegration, DCS has essential public safety responsibilities that require the safe, secure and human management of offenders whilst in prison and the community.

To assist an offender's journey to desistance from crime, appropriate rehabilitation and support is required. The Panel have noted DCS staff members demonstrated understanding of the evidence and commitment to change lives whilst enhancing community safety.

Research shows that each contact between an offender and DCS staff is important. Staff can significantly impact on offenders' lives by establishing supportive relationships that serve to build trust, challenge prisoners beliefs and value systems, raise motivation levels and target criminogenic needs. The manner in which correctional staff members engage with offenders can serve to reinforce negative behaviour or shape and support positive behaviour.

The Panel recommends a review of practices currently being undertaken by DCS to improve program accountability whilst also ensuring that the current system is delivering the best outcomes for offenders. While ensuring safety and security is maintained, DCS should continue to foster and develop a supportive culture, through the provision of adequate resources, staff training, and accountability to rehabilitative outcomes for offenders.

The Panel also acknowledges that community attitudes towards offenders play an important role in successful outcomes for both prisoners and their families. Currently there is much confusion and misinformation around the role of corrections and the importance of offender rehabilitation for improving community safety. DCS should attempt to better engage the community to improve understanding.

Key recommendations for DCS for 2017–2020:

29. Ensure DCS continues to develop a **supportive culture** to underpin the effective implementation of the Panel's recommendations, while ensuring safety and security is maintained.
30. Review opportunities to **expand and enhance staff training** to improve understanding of the complex composition of South Australia's offending population.
31. Ensure DCS has **sufficient resources, capabilities and structures** to achieve the effective implementation of the Panel's recommendations, across both the prison and community corrections systems.
32. Develop and implement a **community engagement strategy** to increase community understanding around the importance of rehabilitation and the long-term community safety benefits.

<sup>85</sup> Report on Government Services, Justice, Volume C, <http://www.pc.gov.au/research/ongoing/report-on-government-services>.

## 6. Partnerships and Collaboration

**Outcome: DCS works in collaboration with other government agencies and public and private sector partners to deliver services and programs that contribute to a reduction in reoffending.**

Adequate resourcing is required to ensure the effective delivery of the recommendations outlined in this Report. The Panel recognises that DCS must be a leader in ensuring that the target of a 10% reduction in 2020 is achieved.

However, in order to achieve the 10% target, commitment and resources from across Government will be required. The Panel recommends that this is achieved through the development and implementation of a multi-agency, cross-government strategy to achieve greater collaboration and coordination.

Service coordination, information exchange and data collection are important elements in achieving positive outcomes. DCS should actively seek opportunities to develop appropriate mechanisms to improve these processes.

The Department for Communities and Social Inclusion, as the agency responsible for Youth Justice, is a key partner to achieving long-term reductions in reoffending. The Panel recommends that the Department for Communities and Social Inclusion and DCS work together to achieve these goals and contribute to a reduction in reoffending.

The Panel recommends that DCS be empowered with appropriate resources to commission the required services and programs, in partnership with private and public organisations, to achieve the 10% target.

In order to do so, DCS' commissioning approach must be accountable and managed for results. By focusing on the outcomes, commissioned partners will be supported to develop innovative solutions.

### Key Recommendations for DCS for 2017–2020:

33. Set up an advisory group to develop appropriate mechanisms to enhance **service coordination, information sharing and data collection** processes.

### Key recommendations for the State Government for 2017–2020:

34. Support DCS to **commission partnerships** with government, non-government and private agencies to provide services that are accountable, managed for results and deliver on the Panel's recommendations.
35. Consider whether to develop and implement a **multi-agency, cross-government strategy** to prevent crime and reduce reoffending, including assisting DCS to achieve the target.
36. The **Department for Communities and Social Inclusion** and DCS should seek to enhance information sharing at the individual and system levels to contribute to a reduction in reoffending.



## Section 7: Next Steps

- All **six strategies** and **36 recommendations** are important to achieving a 10% reduction in reoffending by 2020.
- A Next Steps Action Plan will be sought from the State Government in response to the Panel's recommendations.
- The success of recommendations will be measured against the Report on Government Services measurement:  
***'The percentage of adult prisoners released from custody who return to corrective services with a new correctional sanction (either prison or community corrections) within two years.'***<sup>85</sup>
- Regular monitoring and evaluation will be required to assess progress toward the 10% target by 2020. Investment in external evaluation should be considered.
  - Annual Reports: Report on and review progress against the target, actions, outcomes and recommendations outlined in the Report and associated Action Plan.
  - 2022 Final Report: Evaluate the Reducing Reoffending: 10% by 2020 project and outcomes and recommend next steps.

### Implementing the Report

The recommendations laid out in this Report provide the foundation for the development of an Action Plan for 2017–2020 (with recommendations to continue to 2022). It is recommended that the Action Plan be developed by the State Government and be led and championed by DCS.

The State Government must be committed to delivering all actions outlined in the Action Plan within the target timeframe, to year 2020.

To implement the Panel's recommendations, the State Government must be committed to achieving the proposed outcomes and vision outlined in Section Five of this Report. Any actions undertaken must not increase risk or reduce safety to the community.

While acknowledging the need to be flexible within the dynamic environment of the criminal justice system, the Action Plan must include:

- The prioritisation of recommendations with associated responses.
- Realistic, evidence-based actions and timeframes.
- Ongoing monitoring and evaluation against all actions linked to the outcomes outlined in the Report.

### Monitoring and Evaluation

The success of the recommendations in meeting the target will be measured using the Report on Government Services measurement:

*'The percentage of adult prisoners released from custody who return to corrective services with a new correctional sanction (either prison or community corrections) within two years.'*

The Panel understands that achieving a 10% reduction in reoffending by 2020 is an ambitious target and that there are various factors which impact on reoffending. The Panel recommends, therefore, that an Action Plan be a 'living document' that is monitored and amended during the next five years, as required and appropriate.

It is also recommended that external evaluation services be considered, outside of government, which can provide neutral and objective expertise in monitoring progress and achievements toward target outcomes.

Evaluation and reporting must be regular to ensure that the recommendations are being implemented and that they remain relevant. A regular reporting framework will provide DCS opportunity to update on progress towards the target. As the target is based on a two year reoffending timeframe, the final outcome in relation to the target will not be known until 2022, the Action Plan and reporting schedule must therefore continue until 2022.

## Timetable

The reporting timeframes and key actions are as follows:

Timing	Reporting Scope
<b>December 2016</b>	Submission of Panel Report to Cabinet.
<b>December 2016</b>	Public Release of Report to the Community.
<b>First Half of 2017</b>	The State Government respond to report recommendations through the development of an Action Plan to achieve the 10% reduction in reoffending by 2020.
<b>Last Quarters of 2017 – 2022</b>	Monitor the rates of reoffending using the findings in the Report on Government Services.
<b>At the end of year one (Last Quarter of 2017) and then annually to year 2022</b>	Report on and review progress against the target, actions, outcomes and recommendations outlined in the Report and Action Plan. Update the Action Plan as necessary.
<b>December 2022</b>	Final update on achievement of the target. Evaluate the Reducing Reoffending: 10% by 2020 project and outcomes and recommend next steps.



## Panel Acknowledgements

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- The engagement around the question of '*How to reduce reoffending: 10% by 2020 in South Australia?*' provided the Panel with confidence that the South Australian community members, DCS staff and key stakeholders were committed to the vision and attainment of this target.
- All responses submitted to the Panel via the communications channels of the 10by20 inbox, Twitter page and YourSAy website were reviewed by the panel. These responses helped to influence and shape the *Reducing Reoffending: 10% by 2020 Strategic Policy Panel Report*.
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- Leigh Garrett, OARS
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- Kim Holmes, Neami National
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- Christina De Ieso, community member
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# Appendix A: Strategic Policy Panel Terms of Reference



## Background

The State Government's public safety and community protection focus has contributed to escalating demand on custodial correctional services over the past decade.

Since 2004, there has been growth in prisoner numbers nationwide. South Australia has experienced a 67% increase in prisoner numbers over this period. The Northern Territory is the only jurisdiction to experience faster growth.

Growth in South Australia's imprisonment rate has increased at twice the national rate over the past decade and repeat offenders are responsible for a large proportion of South Australian crime.

Nearly three quarters of those currently in custody have experienced a previous period of incarceration. This imposes high social costs to community and places a substantial burden on the broader criminal justice system.

Additionally, like many jurisdictions across the nation, South Australia sees a significant overrepresentation of Aboriginal people in the criminal justice system.

It is proposed that the State Government set a 'Reducing Reoffending' target which seeks to reduce reoffending by 10% by 2020 (10 by 20) and establish an Strategic Policy Panel (Panel) as a way of driving change and promoting innovation.

## Purpose

The Panel will be established to investigate best practice in correction services policy to identify strategies that reduce rates of reoffending and promote rehabilitation and reintegration outcomes.

The Panel will provide long term strategic direction on action to drive reductions in reoffending (10% by 2020) for individuals in contact with the justice system in South Australia.

The Panel will provide policy direction on evidence to support a three-year strategic reform plan to achieve the target.

The policy direction articulated by the Panel will be grounded in evidence based decision making and will advise the Minister on best practice to lead to a nation leading policy regime.

The Panel will be established for four months with the view to have Cabinet endorse the Panel's policy document in 2016.

## Areas of Focus

Research indicates that a complex interconnected web of factors influences the propensity of a released prisoner to reoffend. Matters of focus for consideration of the panel include:

### Housing

Support to access appropriate accommodation that in certain circumstances is supported can lead to a more stable and successful transition back into mainstream society.

### Employment

Steady work, or even the prospect of steady work, appears to have strong links to breaking the cycle of reoffending.

### Competency

Improving the levels of understanding of policy impact, particularly in relation to Indigenous people, within the Correctional Services system and applying this understanding to the needs of newly released individuals can improve outcomes.

### Access to Support Services

Too often, prisoners are released into the community with little more than a bag for their belongings and a bus ticket. Implementing wrap-around support services promises to have a positive impact on reducing reoffending.

### Completion of In-Custody Programs

Supporting prisoners with the right in-custody programs that better prepare them for release should lead to improved outcomes and a smoother reintegration into society.

It is intended that the Panel will be focusing on examining these matters, though will also be open to considering other opportunities that may reduce reoffending. The panel will provide advice on which areas of focus should be prioritised and which programs within these areas achieve the best cost-benefit outcomes.

## Support and Administrative Matters

### Reporting

- The Panel will report directly to the State Government through the Minister for Correctional Services, the Honourable Peter Malinauskas MLC.
- A Policy Report and Action Plan are due November 2016.
- Meetings will occur monthly and be held at DCS Head Office, 400 King William Street, Adelaide, South Australia, 5000. A small number of meetings, forums and associated works are planned to be scheduled in addition to the regular meetings.
- Pending availability of Panel Members, the State Government aims for the first meeting to be held in late August. Other engagement of panel members may be required.

### Support

- DCS will provide secretariat support to the Panel and regular status reports over the four months of the Panels engagement to the Minister for Correctional Services. DCS secretariat will also assist in the preparation of a comprehensive report of the Panel's recommendations.

### Future Timelines

- The report will inform a policy document and action plan that will be released in early 2017.



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*Reducing Reoffending: 10% by 2020* is an ambitious strategy to improve community safety and address reoffending. It aims to achieve a 10% reduction in the number of people who return to correctional services by 2020.

This cover artwork was created by a South Australian prisoner involved in DCS programs. This image is used with permission.

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