



10^{BY}20

REDUCING REOFFENDING 10% BY 2020



Government
of South Australia

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MINISTER FOREWORD

Upon becoming Minister for Correctional Services in early 2016, three statistics stood out as key indicators of the substantial challenge facing our prison system.

The first, was the fact that the prison population is growing at 6.01% per year. The second, is that over 75% of our current prison population have been in prison at least once before. And finally, that the rate of reoffending is 46%.

Reoffending has substantial costs for our community. It means more crime, more victims and more expense to the taxpayer through costly court proceedings and incarceration. However, a reduction in reoffending means a safer community and frees up Government resources to invest in more productive community services, like schools and hospitals.

For these reasons, the rate of reoffending must be a key performance indicator of our criminal justice system. In August last year, the State Government set a bold target to reduce the rate of reoffending by 10% by 2020, and following a near-12 month review of the State's correctional system, we are now driving a fundamental shift in corrections policy.

This document is a blueprint for achieving the reoffending reduction target. The strategy has been informed by the work of the independent panel, Chaired by Mr Nyunggai Warren Mundine AO, and accepts all six themes and 36 recommendations put forward by the panel.

Almost \$80 million, including \$28 million in new funding, is being invested in reducing the rate of reoffending by 10% by 2020 which underpins a whole-of-system change in offender management.

If the target is realised, SA will become a national leader. Our new approach is built upon factors that prevent reoffending – supportive accommodation, employment and community support.

The reality is that the majority of people in prison will be released, which means that successful transition from prison back into the community is paramount.

While the Government will ensure that dangerous criminals that need to be locked up will be, focusing on rehabilitation will result in less crimes being committed, fewer victims and the saving of taxpayer dollars.

This fundamental policy shift will not only mean fewer victims of crime but will also provide real opportunity for offenders to turn their lives around.

The Department for Correctional Services and I will now work swiftly to implement this strategy and realise our target.

A stylized, handwritten signature in blue ink, consisting of a large, sweeping 'P' followed by a series of loops and a final horizontal stroke.

Hon Peter Malinauskas MLC
Minister for Correctional Services



CHAPTER ONE

OUR JOURNEY TO 10BY20

CHAPTER ONE OUR JOURNEY TO 10BY20

- ▶ Over the past decade, South Australia has experienced a significant growth in prisoner numbers despite crime rates decreasing.
- ▶ The *Reducing Reoffending: 10% by 2020* target was announced in August 2016 to address the high rates of reoffending and to ensure that we continue to build safer communities.
- ▶ A Strategic Policy Panel was appointed, chaired by Mr Nyunggai Warren Mundine AO. The Panel's Report outlines six strategies and 36 associated recommendations.
- ▶ The Government accepts all recommendations and has committed \$79,137,000 – including \$28,103,000 in new funding – to achieve the target.

Setting a Target for a Safe South Australia

The South Australian Government has a vision that our neighbourhoods will be safe and welcoming places where people can live active and healthy lives and feel part of the community.

Our commitment to building a safe South Australia has seen a marked reduction in the State's crime rate, though levels of incarceration continue to rise.

South Australia's imprisonment rate has increased at twice the national rate, with the prison population growing by 86.5% in 10 years.

Repeat offenders are responsible for a large proportion of South Australian crime and nearly three quarters of those currently in custody have been in prison before.

The current situation in South Australia demonstrates a need to break the cycle of reoffending. The State's criminal justice system must work to address the underlying causes for anti-social behaviour and assist ex-offenders to become contributing members of society.

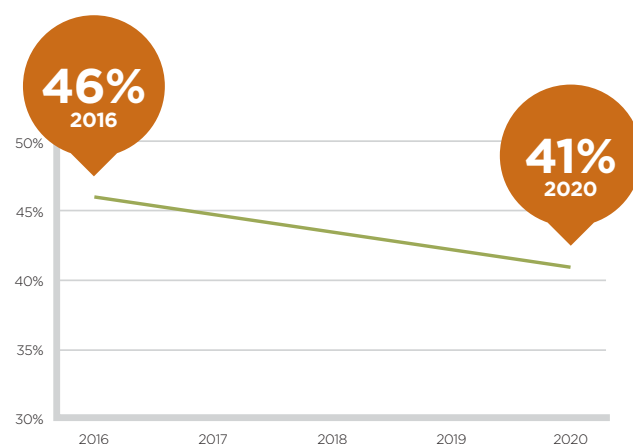
South Australia's prison population has had a decade of sustained growth. If we can reduce the rate of reoffending in South Australia, we will create a safer community with fewer victims and less crime. It's time to take a smarter path and stop the revolving door of our prisons.

The State Government has committed to the *Reducing Reoffending: 10% by 2020* (10by20) Strategy in order to break this cycle and achieve a range of benefits, including:

- ▶ Safer communities;
- ▶ Fewer victims; and
- ▶ Possible cost saving of \$20.5 million.

The setting of the target was only the first step.

The State Government accepts all of the Panel's recommendations and will now work to implement evidence-based policies and programs that will achieve real change.



The 10by20 Strategic Policy Panel

In August 2016 the State Government established the 10by20 Strategic Policy Panel (Panel).

The Panel was tasked with investigating best practice and identifying strategies that will reduce rates of reoffending and promote rehabilitation and reintegration outcomes.

Working within this framework, the Panel developed the *Reducing Reoffending: 10% by 2020 Strategic Policy Panel Report* (the Report), released in December 2016.

The Report outlined six strategies with 36 recommendations for the State Government to consider.

While acknowledging the high quality programs already being delivered, the Report describes a Correctional Services system under pressure.

The Panel focused on articulating a vision of: a safer community by reducing reoffending: 10% by 2020.

Within this context, the Report demonstrates a need to provide targeted and person-centred rehabilitation supports and services, underpinned by an understanding of both gender and cultural difference.

To achieve the target, initiatives must be resourced accordingly, be outcome focused and include in-built monitoring and evaluation.

Strategic Policy Panel Membership

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 AO

Next Steps:

The Government's Response

The Government accepts all of the Panel's recommendations.

The 10by20 Government Response and Action Plan (this document) outlines the State Government's:

- ▶ Commitment to reducing reoffending and building community safety;
- ▶ Vision for achieving 10by20, including a whole-of-system response;
- ▶ Implementation plan, which prioritises the recommendations and outlines key actions;
- ▶ High-level communication and stakeholder engagement plan;
- ▶ Ongoing governance arrangements, monitoring and evaluation; and
- ▶ Action plan, which provides the roadmap to support implementation, monitoring, and reporting.

This response involves the commitment of all agencies within the criminal justice and community service systems.

Whilst considering the system as a whole, the majority of the Panel's recommendations relate to the Department for Correctional Services (DCS / the Department). DCS is responsible for prisoners and offenders while in custody (custodial sentences can be served both in prison and in community) and for ongoing supervision, rehabilitation and reintegration support post-release – as required.

The Department has the greatest opportunity to influence reoffending behaviour through the provision of high quality rehabilitation, supports and services. Leadership over delivering of the action plan and monitoring of 10by20 will therefore be the responsibility of DCS.

10BY20 PANEL STRATEGIES

The six strategies outlined in the Report, all of which have been accepted by the State Government, are:

STRATEGY ONE



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 TWO



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 THREE



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 FOUR



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 FIVE



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 SIX



PARTNERSHIPS AND COLLABORATION

with other government agencies and public and private sector partners that ensure the successful delivery of services and programs.

10BY20 GOVERNMENT RESPONSES

In accepting the six strategies and 36 recommendations put forward by the Panel, the State Government has committed to funding a \$79.137 million plan.

The key pillars of this plan include:





CHAPTER TWO

OUR FOCUS ON REDUCING REOFFENDING

CHAPTER TWO OUR FOCUS ON REDUCING REOFFENDING

- ▶ **The growing incarceration rate and high levels of reoffending demonstrate a clear need to implement holistic responses that engage the broader sector in supporting ex-offenders to live crime free lives.**
- ▶ **New and existing 10by20 programs will prioritise individual commitment, change cannot occur unless each individual takes responsibility for his or her offending behaviour.**
- ▶ **All 10by20 Responses will support the Panel's vision of 'a safer community by reducing reoffending: 10% by 2020'.**

Sector Change

Realising the 10by20 target requires whole-of-sector support and commitment to a positive, outcomes-focused criminal justice system. Rather than solely responding to crime reactively, the system must act proactively to improve community safety and support ex-offenders to desist from crime long-term.

The majority of prisoners will complete their sentences and leave custody.¹ There is a need to ensure that South Australian communities are equipped with appropriate support to reduce the likelihood of reoffending and returning to DCS.

A range of factors can adversely impact on the likelihood of reoffending, including social isolation, poverty, and poor housing.

The 10by20 Strategy will assist ex-offenders to become contributing members of society by providing targeted supports as well as committing to link individuals to appropriate mainstream programs.

A range of mainstream activities and support will work together to develop pro-social attitudes and actions in the lives of ex-offenders, including:

- ▶ Public health;
- ▶ Education;
- ▶ Employment support;
- ▶ Sport and recreation; and
- ▶ Community events.

The State Government has tasked DCS with the responsibility to lead change across the sector.

The Department will be enabled to develop new programs, policies and procedures that will lead to better outcomes for offenders and ex-offenders.

Individual Responsibility

Program participation will be underpinned by each individual taking responsibility for their offending and demonstrating a willingness to change their behaviour. 10by20 programs are designed to enable and support real change.

Change and desistance from crime is fundamentally the responsibility of each individual offender. Through the 10by20 Strategy, programs and policies will seek to enable ex-offenders to take ownership over their offending behaviour.

Program delivery will be supported by in-built, individualised reintegration support and services where appropriate. These supports will take into account the individual lifestyle factors and family, social, and community networks that may support or discourage each individual's desistance from crime. Within a whole-of-system focus, the State Government will support DCS to enable all offenders leaving custody, where appropriate, to:

- ▶ Be contributing members of society and live crime-free lives;
- ▶ Take ownership over their journey toward desistance from crime;
- ▶ Reintegrate to community post-release with adequate support to find employment, education and /or housing;
- ▶ Reconnect with culture, community and family;
- ▶ Understand and access relevant mainstream support and services while in community; and
- ▶ Access targeted and specialist support and services, whilst in prison and post-release, including both criminogenic and general rehabilitation programs.

10by20 does not mean being soft on risk. Rather, the focus is on the impact that the delivery of evidence based rehabilitation can have on managing risk and reducing reoffending.

Managing Risk

When delivering on the 10by20 recommendations, the primary focus will be achieving the Report's vision, which is: 'a safer community by reducing reoffending: 10% by 2020'.

We know that effective in-prison rehabilitation programs are dependent on a system operating with a high standard of safety and quality security systems.

This must be further supported by effective supervision, case management and accountability within the community corrections systems, which will support each offender to desist from crime and comply with the conditions of his or her order.

Key considerations for the implementation of all programs and policies will be the potential impact on victims and the potential for further victimisation.

Working in Partnership

Working in partnership with stakeholders involved in and/or impacted by State Government decisions is essential to successfully delivering on the 10by20 recommendations.

Those directly impacted must be provided with a voice, where appropriate. This includes victims and their families as well as offenders and their families.

Table One identifies key partners who will be engaged by DCS, as the 10by20 Strategy lead. The 10by20 stakeholder engagement framework is further outlined in Chapter Three.

TABLE ONE: KEY PARTNERS

GOVERNMENT
The Department for Communities and Social Inclusion
South Australia Police
SA Health, including Prison Health and Mental Health
The Department for Education and Child Development
The Courts Administration Authority
The Department of State Development
The Department for Child Protection
NON-GOVERNMENT
The NGO sector, including service providers
The local business sector
Academia, key areas of criminology/social science
Local and national media

COMMUNITY MEMBERS

Victims and their families
Agencies that support victims
Offenders, ex-offenders and their families
Aboriginal community leaders and members
All South Australians

Responding to Complex Needs

Many offenders have multiple and complex needs, including mental and physical disorders, mental health issues, intellectual disability, behavioural issues, personality disorders, addiction, or an acute risk of suicide or self-harm.

Responding to complex needs and comorbidity requires the effective delivery of a range of evidence based, cross-government programs and supports.

Programs targeted to people with complex needs include:

- ▶ Appropriate and individually tailored case management services;
- ▶ Mental health supports;
- ▶ Community and public housing;
- ▶ Targeted health services, both in prison and community;
- ▶ Transition support at the point of release from prison; and
- ▶ Disability support services.

Programs must also address specific criminogenic needs to achieve real change. DCS is responsible for the provision of evidence based rehabilitation programs, including:

- ▶ Domestic and Family Violence Intervention Program;
- ▶ Violence Prevention Program;
- ▶ Living Without Violence;
- ▶ Sexual Behaviour Clinic;
- ▶ Making Changes;
- ▶ Supporting Desistance; and
- ▶ Alcohol and Other Drugs Therapeutic Community (located at the Cadell Training Centre).

Correctional Services Culture

Change must be led internally by DCS as the first point in the broader system response to 10by20.

DCS is responsible for ensuring the safe, secure, and humane management of each offender whilst in prison and community corrections.

Each contact between an offender and a corrections staff member will have an impact on potential future desistance from crime. The Government is proud of the great work of DCS staff members but understands that the system must continue to improve.

The State Government is committed to ensuring that DCS training, resourcing, and programs and policies support positive interactions between staff and offenders.



**CHAPTER
THREE**

**OUR 10BY20
IMPLEMENTATION PLAN**

CHAPTER THREE OUR 10BY20 IMPLEMENTATION PLAN

- ▶ The 10by20 Implementation Plan will ensure evidence-based, quality responses are developed in a consistent manner, supported by appropriate monitoring and evaluation.
- ▶ The State Government will remain accountable to achieving the target through the delivering of annual 10by20 update reports.
- ▶ The State Government will support the development of a 10by20 Engagement Strategy that will encourage all South Australians to play a positive role in supporting offenders to reintegrate back into the community.

Implementation Steps

Quick action must be balanced with the need to deliver evidence-based programs supported by appropriate monitoring and evaluation.

The State Government will therefore take a phased implementation approach.

Phase One Immediate Action

Phase One will focus on implementing action in response to recommendations that can be delivered immediately and by June 2018.

10by20 activity is already underway in response to a number of the Panel's recommendations. This has allowed for change to commence as soon as possible, resulting in greater impact.

Phase One also involves building the foundations for action to be undertaken in Phase Two, including research, program development, the establishment of evaluation frameworks and review of internal processes.

PHASE ONE

IMMEDIATE

JUNE 2018

Phase Two Growing Change

Phase Two, July 2018 to 2021, will involve the implementation of the work undertaken in Phase One. This Phase will also include monitoring, review, and evaluation of Phase One programs.

The State Government is committed to strengthening existing policies, programs, and services that align with the Panel's recommendations. This will occur over both stages, with monitoring and evaluation allowing for additional strengthening where required.

PHASE TWO

JULY 2018

2021

Governance, Reporting and Monitoring

The State Government is committed to a whole-of-system response to 10by20.

As the majority of the Panel's recommendations relate to corrections, DCS will be responsible for leading this response as well as meeting ongoing reporting and monitoring requirements.

The DCS Chief Executive and Executive Group will drive change and support other areas of Government to deliver on 10by20. The 10by20 Aboriginal Reference Group will remain a major stakeholder in delivering on key actions.

This Executive leadership provides a central point for stakeholder engagement and discussions with other agencies responsible for delivery against the recommendations.

DCS will leverage existing cross-agency groups when required, including the Chief Executive Group for Aboriginal Affairs and the Ministerial Workgroup for Women's Offenders.

Section Seven of the Panel's Report sets out how the State Government will monitor progress on the 10by20 Strategy and the reporting schedule.

This document provides the first deliverable: the Government's Response and Action Plan. The Action Plan will be a 'living document' that will continue to be monitored and amended.

The Reporting schedule proposed by the 10by20 Panel has been updated to match the Report on Government Services (RoGS) reporting timeframes. The first 10by20 Update Report will be provided in the first quarter of 2018, with reports due ongoing until the first quarter 2023, see Table Two. The reporting timeframe will allow for accurate measurement against the target as recorded in the RoGS.

The measurement is:

*'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.'*²

Reporting will continue until 2023 as the RoGS reporting schedule is based on a two year timeframe, which means that the final outcome in relation to the 10by20 target will not be known until January 2023.

The annual update reports will include:

- Monitoring of RoGS rate of reoffending;
- Report on and review of progress against the target, actions, outcomes, and recommendation outlined in the 10by20 Report and Action Plan; and
- Update on any changes to the Action Plan, as necessary.

The final 10by20 Update Report will include an evaluation of the 10by20 project and outcomes with recommended next steps.

TABLE TWO: REPORTING TIMELINE

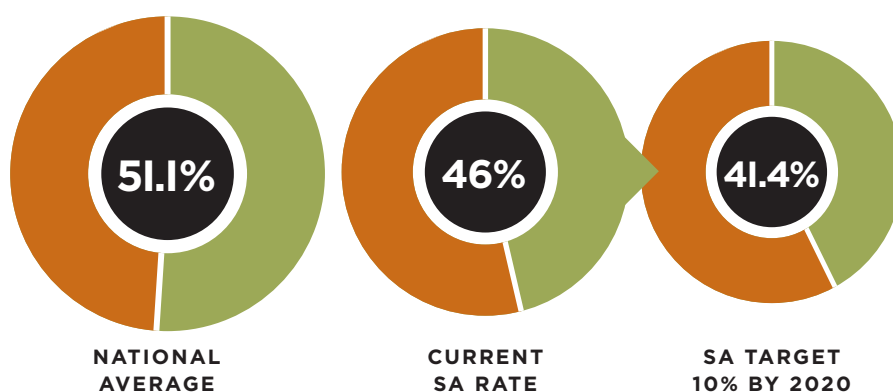
REPORT	DATE
STATE GOVERNMENT RESPONSE AND ACTION PLAN	FIRST HALF 2017
10BY20 UPDATE REPORT 1	FIRST QTR 2018
10BY20 UPDATE REPORT 2	FIRST QTR 2019
10BY20 UPDATE REPORT 3	FIRST QTR 2020
10BY20 UPDATE REPORT 4	FIRST QTR 2021
10BY20 UPDATE REPORT 5	FIRST QTR 2022
FINAL 10BY20 UPDATE REPORT 6	FIRST QTR 2023

REDUCING REOFFENDING TARGET

The benefits of a 10% reduction in reoffending:

- Safer communities
- Fewer victims
- Possible cost saving of \$20.5 million

This reducing reoffending target is based on the return to correctional services data as reported annually in the Report on Government Services.



² Report on Government Services, Justice, Volume C, <http://www.pc.gov.au/research/ongoing/report-on-government-services>.

10by20 Stakeholder Engagement Framework

The South Australian Government is committed to supporting a culture of high-quality and effective stakeholder and community engagement. Good engagement helps create better decisions by bringing the voices of citizens and stakeholders into the issues that are relevant to them.

This commitment is expressed in the Government's Better Together principles of engagement. The 10by20 Stakeholder Engagement Framework will align with each of the six principles, outlined in Table Three.

The 10by20 Stakeholder Engagement Strategy will include a specific focus on engaging with Aboriginal families, communities and community leaders. In developing the 10by20 Report, South Australia's Aboriginal communities expressed need for meaningful engagement to achieve real change; this will be achieved primarily through the 10by20 Aboriginal Reference Group.

The engagement of stakeholders will also be considered in response to each of the Panel's recommendations. When developing new 10by20 programs, a program level stakeholder engagement strategy will be developed, to be aligned to the Better Together principles.

This Framework will provide the foundation for the State Government's response to Panel recommendation 32: *Develop and implement a community engagement strategy to increase community understanding around the importance of rehabilitation and the long-term community safety benefits.*

The engagement strategy will focus on building the community's understanding of the correctional services system and will aim to encourage all South Australian community members to play a positive role in supporting offender rehabilitation and community reintegration. The community engagement strategy will be developed in Stage One of the Government's response.

TABLE THREE: STAKEHOLDER ENGAGEMENT FRAMEWORK

PRINCIPLE	IMPACT ON 10BY20 STAKEHOLDER ENGAGEMENT
1 We know why we are engaging	Achieving the 10by20 Strategy will impact on all South Australians. The response must, therefore, be developed holistically with a focus on developing: supportive communities, linkages to mainstream services; and partnerships with other agencies and NGOs.
2 We know who to engage	The 10by20 Strategy will focus on those who need to be involved to achieve change, including: State Government departments, relevant NGOs, academics in related fields, Aboriginal communities and their leaders, victims, as well as both offenders and their families. Each stakeholder group will be involved on the issues that are relevant to them.
3 We know the history	The development of the 10by20 Report involved extensive consultation, as outlined in Section Two. Ongoing stakeholder engagement will seek to build on this history to ensure 10by20 responses are based on the experience and expertise of our stakeholders.
4 We start together	Early engagement is central to each new program implemented. Stakeholder engagement will be a foundational element of program design and will ensure co-ownership and commitment to new programs.
5 We are genuine	True engagement with all stakeholders is essential to achieving the 10by20 target. The engagement strategy will seek to engage stakeholders ongoing through the use of a variety of tools, such as the 10by20 inbox.
6 We are relevant and engaging	Engagement methods and processes will be different dependent on the stakeholder group and the issue or program being discussed. The Strategy will ensure that engagement is creative and appropriately tailored to the specific group whose feedback is being sought.



CHAPTER FOUR

OUR RESPONSE TO THE PANEL'S RECOMMENDATIONS

CHAPTER FOUR OUR RESPONSE TO THE PANEL'S RECOMMENDATIONS

STRATEGY ONE



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.

1	Develop an end-to-end case management program with appropriate performance indicators that supports prisoners from prison entry through to post-release.	ACCEPTED
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.	ACCEPTED
3	Develop a transition program for offenders leaving the prison system with supports and services provided up to six months post-release, where appropriate.	ACCEPTED
4	Develop a stable housing model to support prisoners release to appropriate accommodation.	ACCEPTED
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.	ACCEPTED
6	Ensure drug and alcohol treatment programs are an integral part of DCS' rehabilitation strategy.	ACCEPTED
7	Investigate the development of dedicated therapeutic communities within the prison environment.	ACCEPTED
8	Improve information sharing and support for offenders' families , so that they are better involved in reintegration preparation and planning.	ACCEPTED
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.	ACCEPTED IN PRINCIPLE

GOVERNMENT ACTION

2017	2018	2019	2020	#
Develop an end-to-end case management service model		Implement the end-to-end case management service model		1, 8
Continue to commit to the provision of evidence-based rehabilitation programs for targeted cohorts				2
Design and implement rehabilitation programs tailored to Aboriginal offenders' specific cultural needs				2
Design and implement rehabilitation programs tailored to women offenders' gendered and cultural needs				2
Design and implement rehabilitation programs tailored to the specific needs of offenders with cognitive impairments				2
Strengthen the reliability and quality of reintegration service pathways, including through the Adelaide Pre-release Centre				3, 5
Continue to develop and implement partnerships with the non-government sector in the delivery of rehabilitation and reintegration supports and services.				1, 3, 5
Design and implement the <i>New Foundations program</i>		Deliver, evaluate and review the New Foundations program		3, 4, 5
Continue to embed specialist drug and alcohol treatment programs and provide targeted therapeutic communities in prison based residential facilities.				2, 6, 7

STRATEGY TWO



EMPLOYMENT AND INDUSTRY

Outcome: Improved employment outcomes for prisoners and offenders.

10	Engage a specialist job network provider to work with prisoners to engage in meaningful activity, including employment, when returning to community.	ACCEPTED
11	Investigate the expansion of prison industries .	ACCEPTED
12	Investigate opportunities for social ventures .	ACCEPTED IN PRINCIPLE
13	Develop partnerships with the local business sector that seek to: <ul style="list-style-type: none"> ▶ 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 to produce products currently being manufactured overseas. ▶ Increase training and education and explore apprenticeship opportunities. 	ACCEPTED

GOVERNMENT ACTION

2017	2018	2019	2020	#
Develop and implement the <i>Work Ready, Release Ready</i> program		Deliver, evaluate and review the <i>Work Ready, Release Ready</i> program		10, 13
Expand Prison Industries and in-custody integrated vocational options with the focus on providing meaningful and relevant work opportunities for prisoners				10, 11, 12
Design and implement an expanded in-prison <i>Structured Day</i> program		Deliver, evaluate and review the expanded <i>Structured Day</i> program		11
Develop and implement strategies to increase engagement with local businesses to provide ex-offenders with the opportunity to become contributing members of society				13
Execute and implement the Memorandum of Administrative Agreement between the Department of State Development, TAFE SA and DCS				13

STRATEGY
THREEPRIORITISING
TARGET COHORTS

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

14	Ensure that resources and programs are targeted, evidence-based and focus on cohorts which will provide the best return on investment .	ACCEPTED
15	Prioritise offenders and prisoners who are responsive and ready to change .	ACCEPTED IN PRINCIPLE
16	Ensure DCS' risk assessment tools and processes gather the information required to appropriately prioritise and target programs to the individual needs of offenders.	ACCEPTED
17	Ensure all programs are rigorously monitored and evaluated .	ACCEPTED IN PRINCIPLE
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.	ACCEPTED
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.	ACCEPTED
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.	ACCEPTED
21	Continue to deliver on the actions in the Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019 .	ACCEPTED

GOVERNMENT ACTION

2017	2018	2019	2020	#
Continue to be a leader in the area of offender rehabilitation by increasing the delivery of criminal programs by more than 10%				14 – 21
Strengthen the evaluation of rehabilitation programs to determine effectiveness across South Australia				14 – 17
Increase engagement of the non-government sector to deliver rehabilitation programs, supports and services				18 – 20
Implement the <i>Bail Accommodation Support Program</i>	Deliver, evaluate and review the <i>Bail Accommodation Support Program</i>			18
Design and scope a <i>Community Transition and Learning Centre</i> for Aboriginal offenders in a remote area of South Australia	Implement, evaluate and review the <i>Community Transition and Learning Centre</i>			18 – 20
Develop and implement new programs and services for remand prisoners and offenders on short/community-based sentences	Deliver, evaluate and review new programs and services for remand prisoners and offenders on short/community-based sentences			18 – 20
Continue to acknowledge women's gendered and cultural needs in the design of correctional environments, services and practices through the implementation of actions in the <i>Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019</i>				21

STRATEGY FOUR



STRATEGY FOR ABORIGINAL OFFENDERS

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

22	Ensure the specific and cultural needs of Aboriginal offenders are included in the implementation of all Panel recommendations.	ACCEPTED
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.	ACCEPTED
24	Ensure that Aboriginal offenders who are returning to country receive specialised transition supports and services.	ACCEPTED IN PRINCIPLE
25	Continue to pursue, in concert with the community, the development of a community transition centre close to country.	ACCEPTED
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.	ACCEPTED
27	Ensure translation services are provided for Aboriginal offenders who do not speak English as their first language.	ACCEPTED
28	Continue to strengthen partnerships with Aboriginal businesses and community organisations.	ACCEPTED

GOVERNMENT ACTION

2017	2018	2019	2020	#
Ensure correctional environments, services and practices are culturally appropriate and tailored to the specific cultural needs of Aboriginal offenders through consultation with the 10by20 Aboriginal Reference Group, community engagement and the development of an Aboriginal Offender Framework.				22 – 27
Design and scope a Community Transition and Learning Centre for Aboriginal offenders in a remote areas of South Australia	Implement, evaluate and review the Community Transition and Learning Centre			24, 25, 27, 28
Ensure cross-government connections are supported and strengthened to deliver on the 10by20 Strategy				26
Continue to promote and support the State Government's Aboriginal Economic Participation Strategy				28
Pursue opportunities to partner with the Commonwealth Government to deliver on the 10by20 Strategy				22 – 28

STRATEGY
FIVEDCS AGENCY
AND STAFF
RESPONSE

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

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.	ACCEPTED
30	Review opportunities to expand and enhance staff training to improve understanding of the complex composition of South Australia's offending population.	ACCEPTED
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.	ACCEPTED IN PRINCIPLE
32	Develop and implement a community engagement strategy to increase community understanding around the importance of rehabilitation and the long-term community safety benefits.	ACCEPTED

GOVERNMENT ACTION

2017	2018	2019	2020	#
Ensure the correctional services system is contemporary and supported by a modern, responsive and skilled workforce				29 – 31
Continue to embed workforce integrity and professional standards through amendments to the Correctional Services Act				29 – 31
Deliver high quality training and build staff wellbeing and resilience so that each staff member is equipped to address the needs of offenders whilst maintaining safety and security				29, 30
Pursue opportunities to make improvements to the Trainee Correctional Officer Program and the strategic learning priorities for entry level correctional officers to support the ongoing development of a rehabilitation-focused workforce				29, 30
Deliver best-practice Correctional Officer recruitment and selection policies and practices				29
Build staff understanding and commitment to the concept of 'every contact matters'				29
Engage the South Australian community through media and other channels to develop a more accurate understanding of offending and reoffending behaviour				32

STRATEGY SIX



PARTNERSHIPS AND COLLABORATION

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

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

GOVERNMENT ACTION

2017	2018	2019	2020	#
Ensure all justice agencies are connected to the Office for Crime Statistics and Research Steering Group to support collaboration and data and information sharing				33
Increase the number of services contracted to the non-government sector and embed payment-by-results mechanisms into these funding contracts to achieve value for money and to incentivise reductions in reoffending amongst program participants				34
Continue to look to the future of South Australia through whole-of-government commitment to achieving the 10by20 target				35
Achieve cross-government commitment to the 10by20 Strategy through the continued use of multi-agency case planning and risk management				35, 36



CHAPTER FIVE

OUR PROGRAMS FOR CHANGE

CHAPTER FIVE OUR PROGRAMS FOR CHANGE



NEW FOUNDATIONS HOUSING PROGRAM

Why New Foundations?

Unstable housing, homelessness and crime are closely linked.

Research shows that having access to stable and appropriate housing plays an essential role in reducing the likelihood of reoffending. Housing also supports the effective delivery of rehabilitation and reintegration programs for people post-release

The New Foundations program seeks to address this need by linking offenders to appropriate housing if they are at high risk of exiting prison into homelessness or inadequate housing. The program will also include individualised reintegration, rehabilitation and tenancy management support to ensure participants return well to community living.

New Foundations is based on the international *Housing First*, a recovery-oriented approach.

The Housing First model, which seeks to establish permanent stable housing arrangements for people at risk of homelessness, has more success than other models where participants have to move through a series of stages before they are deemed “housing ready”.³

In implementing this program, the State Government will be following best practice; Housing First programs are being implemented internationally including in Canada, the US, and the UK.⁴

We know that a significant proportion of South Australian offenders, when released from prison, struggle with reintegrating back to community due to inappropriate housing, homelessness, or lack of tenancy support.

In the 2017-18 Budget Forward Estimates, the State Government has committed \$18.9 million to deliver New Foundations

The Program aligns to Strategy One: Successful Return to Community

The New Foundations Program

New Foundations will be led by DCS in partnership with the NGO sector, which will be responsible for providing appropriate accommodation, tenancy support, and rehabilitation and reintegration support services to participants.

The three programs will involve:

- **Accommodation:** participants will have immediate access to stable, long-term accommodation with the type of housing tailored to the needs, strengths and preferences of the individual.
- **Tenancy Support:** many offenders do not have the skills to live independently and require support to build their capability and understanding of tenant responsibilities, such as: paying rent on time, being a good neighbour and maintaining a property.
- **Rehabilitation and Reintegration Support Services:** additional individualised supports and services will seek to support offenders to address the underlying causes for their past offending behaviour. Here a range of targeted services will be provided, including employment preparation, mental health treatment, and family reunification supports.

Program participants will be able to access housing and associated supports for up to 12 months post-release.

Over this time, participants will be responsible for building independent living skills with the intention that they will be capable of independently maintaining their living arrangements long-term.

This combination of supports will enable participants to return to community in a stable, healthy way, as participating members of community.

DCS will seek to partner with one or more organisations from the Community Housing or NGO sectors to support delivery of the program. Under a competitive procurement process, the Department will release a tender in 2017 that will be supported by an innovative co-design process.

The contract with the successful organisation/s will include payment by results measures to ensure that tax payer money is used to achieve the best outcomes possible.

³ Kresky-Wolff et al., 2010; Ridgway and Zippel, 1990.

⁴ Volker Busch-Geertsema. (2013). Housing First Europe Final Report. <http://www.habitat.hu/files/FinalReportHousingFirstEurope.pdf>

Benefits of New Foundations

Benefits of the New Foundations program include:

- ▶ **Reduced reoffending** through addressing the links between homelessness and crime.
- ▶ **Reduced homelessness** with participants able to access secure and stable housing and provided with support to help sustain permanent housing.
- ▶ **Increased availability and diversity of accommodation options in the community** to support offenders whilst not displacing other high-needs individuals.
- ▶ **Reduced prison bed demand** and associated cost savings.
- ▶ Support the provision of housing and individualised support for eligible offenders in a way that achieves **value for money** for the State.
- ▶ **Enhanced community safety** by increasing offenders' connection to the community through appropriate, stable and sustainable housing to enhance rehabilitation and reintegration.

Outcomes from New Foundations

TIMEFRAME	OUTCOME
Short-Term	<p>The program will immediately result in cost savings for the Government as offenders are diverted from high-cost incarceration to lower-cost, community systems of offender management.</p> <p>The program will support offenders to take control, overcome other issues that contributed to their offending behaviour and begin to contribute positively to society.</p>
Medium-Term	<p>The program will reduce demand for prison beds as participants are less likely to return to prison due to a reduction in reoffending. As a result, further cost savings will be realised by Government, which can be diverted into other rehabilitation programs.</p> <p>Having exited from the program, ex-participants will be better able to maintain employment and positively contribute to society.</p>
Long-Term	<p>The program will have a range of benefits for the broader community, including both economic and social impacts as a result of lower crime rates. Ex-offenders will also continue to contribute positively to society.</p> <p>The program will lead to increased capacity in the social housing sector, meaning that other high needs groups are not displaced from finding suitable accommodation.</p>



WORK READY, RELEASE READY

Why Work Ready, Release Ready?

Offenders need to be accountable for their actions and our services can provide opportunities for them to take ownership and address the reasons for their past behaviour.

We need to ensure that offenders have the opportunity to upskill and become valuable, contributing members of society.

This will be achieved by focussing on the provision of employment preparation and support combined with appropriate case management services. By engaging a specialist job network provider, offenders who are ready to change can be supported to find employment and give back to their communities.

The Work Ready, Release Ready (WRRR) program involves the development and expansion of services in the areas of employment, as well as education and vocational training.

This program signals the need to promote and expect prisoners to be 'work ready' and contributing citizens upon release to the community.

WRRR will facilitate the development of vocational skills linked to South Australia's skill shortage and the State's economic growth targets by supporting offenders to access relevant education and vocational qualifications prior to release.

Drawing on evidence that shows that high rates of reoffending are often associated with complex issues, the program will support a holistic response to reoffending through linking assistance to find employment with integrated case management supports.

Through WRRR, DCS will seek to maximise opportunities for prisoners to be engaged in employment whilst in custody; fostering a strong work ethic and developing vocational skills.

In doing so, prisoners will be prepared for a successful and sustained return to the community, post-release.

*In the 2017-18 Budget Forward Estimates, the State Government has committed **\$9.203 million** to deliver Work Ready, Release Ready.*

The Program aligns to Strategy Two: Employment and Industry

The Work Ready, Release Ready Program

Work Ready, Release Ready will allow DCS to further engage with the local business sector to ensure that training and work preparation outcomes are high quality and relevant to the needs of South Australian employees.

In delivering the program, DCS will use payment by results measures to ensure that funding will achieve real results.

This will be further supported by a competitive procurement process to engage the specialist job network provider, who will engage participants with employment and build successful community reintegration pathways.

The program will seek to support offenders who are engaged and willing to take the necessary steps to desist from crime; this cohort will be eligible to access additional education opportunities. The Program will also support offenders at a higher risk of reoffending to find a job; these are people who want to live crime-free lives but may struggle to find employment.

The WRRR program involves three key elements:

- ▶ **Evaluation of each prisoner's educational and employment needs** on entry to the prison system. This will allow DCS to focus effort where required and collecting information to allow a consistent approach to rehabilitation activities across the whole of an individual's sentence.
- ▶ **Engagement of a specialist Job Network Provider** who will work with individual prisoners to engage in meaningful activity. Participants will be connected with employers and assisted to gain employment when returning to the community. This will be supported by improved engagement with local businesses to increase awareness of prisoners' skills and identifying the needs of local industries.
- ▶ **Increased skills and education opportunities** will assist prisoners to overcome the barriers they face in gaining meaningful employment post-release. Opportunities will be provided through the use of technology to upskill prisoners and to provide increased access to tailored education programs that meet not only the needs of the individual but also address the needs of the job market.

Increased skills and education opportunities will be supported by the recently developed tri partite Memorandum of Administrative Agreement (MOAA) between DCS, the Department of State Development and TAFE SA. The MOAA will enable prisoners across South Australia to access fee free accredited employment related training.

Benefits of the Work Ready, Release Ready Program

Benefits of the WRRR program include:

- ▶ **Reducing reoffending** through the provision of evidence-based rehabilitation services in the areas of education, vocational training, and employment;
- ▶ **Supporting prisoners to gain financial security, status, purpose, and pro-social connections** as a result of returning to work;
- ▶ **Addressing the link between lack of income security and crime** by providing prisoners, whilst in prison, with the necessary skills, qualifications and experience to gain meaningful employment;
- ▶ **Providing prisoners with the relevant opportunity to gain employment** whilst in the community, and, as a result, mitigating the likelihood of breaches of community based orders;
- ▶ **Improving DCS' engagement with local businesses** and increasing awareness of prisoners' skills and needs across the business sector;
- ▶ **Providing prisoners with opportunities to take responsibility** for their anti-social behaviour and contribute to society; and
- ▶ **Enabling prisoners to own their education and employment** and support planning for the future.

Outcomes from the Work Ready, Release Ready Program

TIMEFRAME	OUTCOME
Short-Term	<p>Program participants are enabled to undertake education programs that meet current skill gaps as identified by employers, which means that employers have access to a skilled workforce.</p> <p>Program participants develop the necessary skills needed to succeed in the job market and to integrate into the community.</p>
Medium-Term	<p>The program will reduce demand for prison beds as rates of reoffending fall; this will lead to cost savings for the prison system, which can be diverted into programs that will have positive impacts on the community.</p> <p>Having exited from the program, participants return to the community with increased resilience and capacity and have improved economic and health prospects.</p>
Long-Term	<p>Participation in employment and education continues to increase amongst prisoners, which results in increased stability for ex-prisoners.</p> <p>The wider community will benefit from the economic and social impact of lower crime rates and the contributions that offenders will be making after being diverted from antisocial behaviours.</p>



REHABILITATION PROGRAMS

Why Rehabilitation Programs?

Rehabilitation programs focus on addressing the reasons, or risk factors, behind each individual's offending behaviour.

They are the factors indicative of the likelihood of reoffending in the future.

DCS currently delivers a range of rehabilitation programs and the State Government is committed to ensuring that these programs continue and are expanded where needed.

Trained staff can use evidence-based risk assessment tools to identify individual risk factors, which determine the programs they need. The risk factors which DCS seek to address include:

- ▶ Criminal thoughts: attitudes, values, and beliefs;
- ▶ Negative personality traits: impulsive, pleasure seeking, aggressive, irritable;
- ▶ Antisocial relationships: isolation from positive relationships;
- ▶ Past criminal behaviour;
- ▶ Substance abuse: alcohol or drug use that led to criminal behaviour;
- ▶ Poor family relationships: with parents, partner and children;
- ▶ Education and employment: poor educational attainment and unemployment; and
- ▶ Lack of positive activities and hobbies: poor use of recreation time.

*In the 2016-17 Budget Forward Estimates, the State Government committed **\$12.513 million** to deliver rehabilitation programs.*

The Program aligns to Strategy One: Successful Return to Community and Strategy Three: Prioritising Target Cohorts

All DCS rehabilitation programs are founded in evidence and best practice; DCS staff members focus on utilising best-practice therapy techniques that target antisocial attitudes and thoughts.

To achieve the 10by20 target through the provision of rehabilitation programs, DCS targets moderate to high risk offenders where investment is most likely to effect change.

Expansion of Rehabilitation Programs

Under the 10by20 Strategy, DCS will expand their suite of rehabilitation programs aimed at reducing reoffending across a range of different offender types and characteristics.

With new funding, in the 2016-17 financial year alone, DCS rehabilitation staff members were able to provide 1500 additional hours of rehabilitation support to prisoners and offenders.

The Department's programs focus on addressing dynamic risk factors related to violent, sexual, domestic violence, generalised and drug-related offending. Table four provides an overview of the key rehabilitation programs offered by DCS

TABLE FOUR: DCS REHABILITATION PROGRAMS

PROGRAM NAME	SETTING	TARGET GROUP	CORE TREATMENT AREAS
Violence Prevention Program	Prison	High risk violent offenders	Addiction, impulsivity, antisocial attitudes
Living Without Violence	Prison and Community	Moderate risk violent offenders	Addiction, impulsivity, antisocial attitudes, empathy
Domestic & Family Violence Intervention Program	Prison and Community	Moderate to high risk DFV offenders	Attitudes supportive of violence against women and children, cognitive distortions
Sexual Behaviours Clinic	Prison	Moderate to high risk sex offenders	Addiction, relationships, sexual deviance, cognitive distortions
Sexual Behaviours Clinic – me	Prison	Moderate to high risk sex offenders with an intellectual disability.	Addiction, relationships, sexual deviance, cognitive distortions
Making Changes	Prison and Community	Moderate to high risk general offenders	Addiction, problem solving, impulsivity, empathy
Making Changes Modified	Regional Community	Moderate to high risk general offenders	Addiction, problem solving, impulsivity, empathy

Benefits of Rehabilitation Programs

There are a range of benefits of criminogenic programs for both offenders and society as a whole, which include:

- ▶ **Reducing reoffending** and improving future opportunities for participants through the provision of evidence based responses that target dynamic risk factors. This has positive benefits for both individuals and the broader community, through reductions in crime, fewer victims, reduced costs to the criminal justice system and a reduced burden on the health and emergency sector.
- ▶ **Providing participants with the skills to manage their thoughts and emotions**, and improve their ability to deal with problem situations in pro-social ways.
- ▶ **Assisting offenders to take responsibility for their behaviour** and understand its impact on others, including identifying safe and positive ways to behave in relationships.
- ▶ **Enabling offenders to address other areas of need** such as drug and alcohol misuse, and learn how to cope in situations without resorting to drugs or alcohol.

Outcomes from the Work Ready, Release Ready Program

As well as achieving the 10by20 outcomes, the Program will create public value for individual participants and South Australian communities at various stages, as outlined in the table.

TABLE EIGHT: REHABILITATION PROGRAMS OUTCOMES

TIMEFRAME	OUTCOME
Short-Term	<p>Program participants are enabled to address the dynamic and changeable risk factors that impact on their offending behaviour. They will improve their ability to manage emotions and impulsive thoughts and to better manage unhelpful and antisocial tendencies.</p> <p>Participants are able to progress through their sentence plan, which includes accessing additional rehabilitation, lower security ratings, and movement to lower-security and lower-cost environments.</p>
Medium-Term	<p>The program will reduce demand for prison beds as rates of reoffending fall and more ex-offenders can be accommodated in the community. This will lead to cost savings for the prison system, which can be diverted into programs that will have positive impacts on the community.</p>
Long-Term	<p>After completing their sentences, participants can continue to use the skills learnt in the program to manage unhelpful and antisocial tendencies and live crime-free lives.</p> <p>The wider community will benefit from the economic and social impact of lower crime rates. There will also be positive impacts on other community service providers with fewer clients, such as health, mental health, and emergency services.</p>



LEGISLATIVE AMENDMENTS

Why Change Legislation?

We know that the South Australian crime rate has decreased over the last decade whilst prisoner numbers have grown. Growth in South Australia's imprisonment rate has increased at twice the national rate over the past decade.

While prison is an important and necessary response to criminal offences, there is both a human and financial cost that is exacerbated by the current high rates of reoffending in our State.

It is proposed to seek legislative amendments to the *Correctional Services Act 1982* (the Act) and *Correctional Services Regulations 2016* (the Regulations) that will support the 10by20 Strategy by:

- ▶ strengthening the safety and security of our correctional system;
- ▶ setting higher standards for staff integrity and professionalism;
- ▶ creating greater transparency and accountability; and
- ▶ ensuring that DCS continues to provide the highest level of prisoner and offender management, whilst building a strong rehabilitative culture.

The proposed amendments will place a greater emphasis on end-to-end case management to embed the principles of rehabilitation into law and better achieve reductions in reoffending.

Legislative change aligns to Strategy Three: Prioritising Target Cohorts

Strategy Five: DCS Agency and Staff Response

Proposed Changes to the Legislation

Changing the legislation will have a range of positive impacts. A key proposal is that amendments be made to section 23 of the Act to place a greater legislative emphasis on end-to-end case management as part of prisoner and offender assessment, planning and review functions.

Case management is the coordination of prisoner and offender supervision and rehabilitation from the moment they enter the corrections system until the time they leave. Effective case management is fundamental in reducing reoffending and building a strong rehabilitative culture.

Legislation will strengthen probity checks for correctional officer applicants. Setting a higher standard for staff integrity and professionalism is important in underpinning offender rehabilitation, which in turn supports a reduction in reoffending.

The legislative change will also increase community safety. Currently, prisoners who are sentenced to less than five years imprisonment for offences of dealing or trafficking drugs are eligible for automatic parole. To support the SA Ice Taskforce, and align with the South Australian Alcohol and Other Drug Strategy 2017-2021, it is proposed to amend section 66 of the Act to exclude automatic parole for these offenders.

Requiring these offenders to apply for parole will allow the Parole Board to consider community safety, which will place a greater obligation on those offenders to demonstrate that they have engaged in rehabilitation and are ready for supervised release.

A range of proposed amendments will strengthen safety and security measures, such as amending the quantity of drugs prescribed as trafficable in a prison setting and increasing the offence for possession of mobile phones to an indictable offence.

Benefits of Changing the Legislation

There are a range of benefits that will result from changes to the legislation, for both offenders and society as a whole. These benefits include:

- ▶ **Reducing reoffending** through the provision of improved operational environments.
- ▶ **Strengthening safety and security** by ensuring that DCS continues to provide the highest level of prisoner and offender management.
- ▶ **Improving staff integrity and professionalism** by setting a higher standard across the correctional services system.
- ▶ **Modernising information sharing provisions** with external agencies, which will create greater transparency and accountability.
- ▶ **Increasing protection for victims of crime.**
- ▶ **Enhancing and improving collaboration** with other law enforcement and justice agencies in the interests of community safety.

Outcomes from Changing the Legislation

As well as achieving the 10by20 outcomes, changes to the legislation will create public value for individual participants and South Australian communities at various stages, as outlined in the table below.

TABLE NINE: LEGISLATIVE CHANGE OUTCOMES

TIMEFRAME	OUTCOME
Short-Term	<p>Legislative changes will lead to improved outcomes for all offenders as the role of DCS in the rehabilitation of offenders is strengthened.</p> <p>The amendments will improve community safety by strengthening the protection of victims. Immediate improvements to operational systems that strengthen the safety and security of the prison system will be made.</p>
Medium-Term	<p>Changes to the legislation will reduce demand for prison beds as rates of reoffending fall. This will lead to cost savings for the prison system, which can be diverted into programs that will have positive impacts on the community.</p> <p>Having benefited from improved end-to-end case management, more prisoners will have addressed the risk factors that impact on the likelihood of future offending.</p>
Long-Term	<p>Once completing their sentences, ex-offenders are more likely to live crime-free lives as a result of the legislative changes.</p> <p>The wider community will benefit from the economic and social impact of lower crime rates. There will also be positive impacts on other community service providers with fewer clients, such as health, mental health, and emergency services.</p>



TAILORED REHABILITATION FOR ABORIGINAL OFFENDERS

Tailored Rehabilitation for Aboriginal Offenders

Aboriginal offenders are overrepresented in the criminal justice system across Australia.

In South Australia, Aboriginal prisoners make up 22% of the adult prisoner population despite making up only 2.3% of the total South Australia population.

Rates of reoffending are also high with 75% of Aboriginal offenders having a previous conviction compared to 42% of non-Aboriginal offenders.

The reality is that Aboriginal Australians experience higher levels of disadvantage than non Aboriginal Australians on a range of measures, including socio-economic status, education, health and employment.

The State Government is committed to ensuring that the specific and cultural needs of Aboriginal offenders are appropriately addressed through the provision of supports, services and programs.

In addition to ensuring that all 10by20 responses are culturally appropriate, developing a program of responses that address the specific needs of Aboriginal offenders will ensure better outcomes.

The 10by20 Aboriginal-specific response will be underpinned by the development of an Aboriginal Offender Framework for DCS, which will help to improve outcomes for Aboriginal offenders by ensuring that the needs of this group are considered in all decisions across the Department.

We also know that many Aboriginal offenders come from remote communities that have limited access to services and are not equipped to provide many post-prison supports and services.

The State Government has tasked DCS with investigating the concept of a Community Transition and Learning Centre (CTLC) that would allow the Department to better meet the needs of Aboriginal offenders from remote communities and reduce reoffending.

The CTLC model is based on the close involvement and connection to community for Aboriginal offenders and would rely on a strong partnership between State Government, Commonwealth Government and key non-government and local community organisations.

The Program aligns to Strategy One: Successful Return to Community and Strategy Four: Strategy for Aboriginal Offenders

Tailored Rehabilitation for Aboriginal Offenders

As part of the 10by20 Panel process, 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*.

The Group sought to add an Aboriginal-specific focus on the particular circumstances and issues that face Aboriginal offenders.

The Aboriginal Reference Group will continue to provide advice to DCS throughout the 10by20 process ongoing, with a focus on supporting the development of the Framework and further consideration of the CTLC model.

At this stage, the Aboriginal Reference Group will include the following membership:

- ▶ Cheryl Axelby, CEO, Aboriginal Legal Rights Movement Incorporated;
- ▶ Allan Jones, ART Employment;
- ▶ Wayne Miller, Yarilena Community (Ceduna);
- ▶ Paul Tanner, Senior Aboriginal Justice Officer; and
- ▶ Major Sumner, Board Member, Aboriginal Prisoners and Offenders Support Services.

An Aboriginal Framework for DCS

DCS and the Aboriginal Reference Group will build on the work already undertaken in the development of the Panel Report to ensure that a range of voices are heard when developing the Aboriginal Offender Framework.

The Framework will support DCS to increase partnerships with Aboriginal organisations and communities to better design and implement rehabilitation and reintegration services.

Consideration will also be given to how DCS can improve practices internally to ensure better outcomes for Aboriginal offenders; a key consideration will be how the Department can continue to increase the number of Aboriginal staff members.

Similar to the Women Offender Framework, the document will seek to provide an action plan for the Department with the focus grounded in achieving the 10by20 target and building positive futures.

The Community Transition and Learning Centre Model

In 2017-18, DCS will continue to develop the concept of a CTLC in remote South Australia through extensive consultation with Aboriginal communities and the Federal Government.

The primary objective of the CTLC would be to enhance rehabilitation by providing a holistic and immersive cultural and learning experience tailored to the specific needs of suitable Aboriginal offenders coming from remote communities.

If implemented, the Centre would assist participants at the pre-sentence stage (an alternative to custodial remand), transitioning back to community post prison or alternatively, while serving a community sentence through therapeutic treatment, rehabilitation, independent living, health and wellbeing programs as well as work preparation and reparative activities in community.

CTLCs are specifically aimed at Aboriginal offenders experiencing disadvantage and discrimination due to living in a remote or regional area where intensive supervision and support may be more difficult to access, implement and monitor.

The Centre would provide an alternative to remaining in prison for Aboriginal offenders assessed as low risk of harm to community who require minimal supervision and control and who could be reasonably trusted in open conditions.

Benefits of the Providing Tailored Rehabilitation for Aboriginal Offenders

Benefits of developing an Aboriginal Offender Framework include:

- ▶ **Reducing the high rate of Aboriginal incarceration** by ensuring an evidence-based, holistic framework for programs and policies that impact positively on Aboriginal offenders and ex offenders, including individuals from rural and remote communities.
- ▶ **Reducing reoffending** by providing eligible Aboriginal offenders with culturally appropriate responses and services across the Department.
- ▶ **Reducing prison bed demand** and realising cost savings for South Australians.

- ▶ **Enhancing community safety** by promoting collaboration and partnership between Government, non-Government support providers and local Aboriginal communities to support rehabilitation and reintegration process and outcomes.

Outcomes from Providing Tailored Rehabilitation for Aboriginal Offenders

TIMEFRAME	OUTCOME
Short-Term	<p>Ensure that DCS programs and policies are grounded in a holistic, culturally appropriate Aboriginal Offender Framework.</p> <p>The development of the Framework will support collaboration and co ownership of responses to South Australia's high rates of Aboriginal incarceration and reoffending.</p>
Medium-Term	<p>Implementing the Framework, will lead to better outcomes for Aboriginal offenders in prison and community.</p> <p>DCS will continue to increase employment of Aboriginal staff members and improve collaboration and partnerships with Aboriginal communities and leaders as the Framework is implemented.</p>
Long-Term	<p>The Framework will reduce demand for prison beds as rates of reoffending fall; this will lead to cost savings for the prison system, which can be diverted into programs that will have positive impacts on community.</p> <p>Aboriginal communities will benefit from the economic and social impact of lower crime rates and the contributions that offenders will be making after being diverted from antisocial behaviours.</p>



EXPANDING COMMUNITY SUPERVISION AND REINTEGRATION

Why continue Expanding Community Supervision, Rehabilitation and Reintegration Services?

As the 10by20 Strategy lead, DCS is committed to ensuring that the target is reached through current as well as new programs.

The Department is committed to ensuring the best outcomes for South Australian communities. We know that public safety can be supported by a reduction in reoffending.

DCS has undertaken a series of reforms to increase non-custodial interventions for offenders primarily through increasing and expanding community based supervision and rehabilitation (ECSR).

These reforms are based on international evidence demonstrating the effectiveness of targeted community based intervention in reducing reoffending and desistance from crime. These reforms also aim to reduce demand on the prison facilities.

The State Government will continue to support the successful delivery of these programs along with appropriate monitoring and evaluation to ensure the proposed outcomes are being met.

What are Community Supervision, Rehabilitation and Reintegration Services?

DCS runs numerous outcomes focused, evidence-based programs, both in prison and in community, which contribute to better outcomes for offenders, ex-offenders and remandees.

Two key ECSR programs implemented in the 2016/17 financial year, that seek to achieve a reduction in reoffending, are the Bail Accommodation Support Program (BASP) and expanded Home Detention.

*In the 2016-17 Budget Forward Estimates, the State Government committed **\$9.773 million** to deliver the BASP and **\$28.749 million** to deliver expanded Home Detention*

The Program aligns to Strategy One: Successful Return to Community and Strategy Three: Prioritising Target Cohorts

Bail Accommodation Support Program, The Arches

The BASP aims to provide short term accommodation for alleged offenders on bail who lack accommodation, thus providing an alternative to being remanded in custody. Participation in the BASP is voluntary and is determined by the presiding Magistrate.

The BASP has been established and implemented by DCS, in partnership with AnglicareSA.

Residents are accommodated in one of 30 self-contained accommodation units in a purpose built facility, operated by AnglicareSA. Support is provided to residents to maintain links to family, employment and other services whilst transitioning to long term accommodation.

The BASP is designed to replicate community living and is close to transport links, essential services and court precincts.

The BASP is staffed 24/7 and residents will be expected to meet their court-imposed bail conditions and follow strict house rules.

The BASP became operational in May 2017.

Expanded Home Detention

The *Statutes Amendment (Home Detention) Bill 2015* (the Bill) was introduced to Parliament in South Australia on 10 September 2015.

This Bill set out a number of proposed changes to legislation to expand the use of Home Detention including the expansion of current release ordered Home Detention and the establishment of a new front end sentencing option – Court Ordered (sentenced) Home Detention.

The Bill was proclaimed into legislation on 10 June 2016 (Release Ordered Home Detention) and 1 September 2016 (Court Ordered (sentenced) Home Detention).

The Repay SA program supports offenders to give back to their communities. Offenders serving their sentence in the home currently contribute over 50,000 hours per year of Community Service through this program.

Whilst maintaining community safety, the expansion of Home Detention allows for offenders to serve all or part of their sentences in community. This legislation allows for improved outcomes for tax payers through cost savings and provides opportunities for offenders to give back to their communities.

To support offenders to successfully complete their sentences, DCS implemented the Home Detention Integrated Support Services Program (HISSP) in 2017, delivered in partnership with the NGO sector.

HISSP provides individualised support services for offenders on Home Detention, based on identified support needs, including in the following domains:

- Housing
- Education and training
- Sourcing and sustaining employment
- Independent living skills
- Mental health
- Alcohol and drugs support
- Financial counselling
- Gambling support
- Family and community connectedness

Benefits of Expanding Community Supervision, Rehabilitation and Reintegration Services

Benefits of the Expanding Community Supervision, Rehabilitation and Reintegration Services include:

- **Reducing reoffending** by providing program participants with accommodation and individually tailored support services to reintegrate well to community.
- **Reducing prison bed demand** and realising cost savings for South Australians by supporting alternatives to custody for eligible participants.
- **Supporting rehabilitation** by connecting program participants to appropriate supports that will achieve positive outcomes and build independence and resilience.
- **Improving the service system** by building collaboration with Government and non-government services to improve the provision and management of rehabilitation and reintegration services at a local level.

Outcomes from Expanding Community Supervision, Rehabilitation and Reintegration Services

DCS will engage independent evaluators to conduct long-term evaluations of both the BASP and expanded Home Detention. By doing so, the Department will be able to determine the outcomes of these programs, which will impact future decision making.

As well as achieving the 10by20 outcomes, the BASP and expanded Home Detention will create public value for individual participants and South Australian communities.

TABLE ELEVEN: COMMUNITY PROGRAM OUTCOMES

TIMEFRAME	OUTCOME
Short-Term	<p>The programs will immediately result in cost savings for the Government as offenders are diverted from high-cost incarceration to lower-cost, community systems of offender management.</p> <p>Expanded Home Detention and the HISSP will support offenders to take control, overcome other issues that contributed to their offending behaviour and begin to contribute positively to society.</p> <p>Remandees will be supported through the BASP to reintegrate to community rather than being remanded in custody.</p>
Medium-Term	<p>The programs will reduce demand for prison beds as participants are less likely to return to prison due to a reduction in reoffending. As a result, further cost savings will be realised by Government, which can be diverted into other rehabilitation programs.</p> <p>Having exited from the programs, ex-participants will be better able to maintain employment and make positive contributions to society.</p>
Long-Term	<p>The programs will have a range of benefits for the broader community, including both economic and social impacts as a result of lower crime rates. Ex-offenders will also continue to contribute positively to society.</p>



CORRECTIONS CULTURE

Why Focus on Staff Culture?

DCS plays an essential role in supporting community safety across the State and in assisting offenders' journeys toward desistance from crime.

The State Government is committed to ensuring that the Department is a leader in correctional services across Australia and nationally.

Research suggests that successful supervision and offender management requires appropriate staff training. DCS is committed to providing consistent, high quality staff training and to make improvements to meet best practice nationally and internationally.

In addition, the quality of interpersonal relationships between prisoners and staff can impact on prisoners' personal experience of incarceration and may subsequently impact on their likelihood of reoffending.

The Department is committed to supporting all DCS staff members to have ownership over achieving the 10by20 target.

Changes to DCS Culture

The Department is considering the development of a 'rehabilitation culture' framework for correctional officers. DCS will review international frameworks and best practice with the aim of implementing a framework across the Department.

Along with high quality training at all levels, the Department will focus on the following areas:

- ▶ **Shaping Corrections:** DCS' key innovation and business improvement initiative, Shaping Corrections, focuses on: exploring ways to improve systems, processes and practice; collaborating with and engaging staff; exploring and championing innovation; and supporting, initiating and driving effective and sustainable change.
- ▶ **Wellbeing and Resilience:** DCS has entered into a partnership with the South Australian Health and Medical Research Institute to build on the wellbeing and resilience of staff across the agency. The program provides a strengths-based training approach to support staff to build on their baseline level of wellbeing and resilience.

DCS will continue to support staff training and the development of a positive staff culture

Positive staff culture aligns to Strategy Five: DCS Agency and Staff Response

- ▶ **Cultural Awareness:** DCS' Aboriginal Services Unit currently provides cultural awareness training to all Trainee Correctional Officers as part of their training process. The Aboriginal Services Unit will continue to provide cultural advice across the Department as required, at both strategic and operational levels.
- ▶ **Domestic and Family Violence:** DCS is an accredited White Ribbon workplace and is committed to supporting employees and their children who experience domestic violence by providing a workplace environment that promotes their safety and provides the flexibility to support them to live free from violence. The Department will continue to build on the work already undertaken by investigating the development of a domestic violence training package for case managers in offender rehabilitation services.
- ▶ **Gender Awareness:** In delivering on the Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan, DCS will provide a dedicated training pathway for staff members who work with female offenders.
- ▶ **Gender Equity:** State Government is committed to developing and promoting leadership at all levels that reinforces ethical conduct and integrity. DCS has committed to engage and contribute across government regarding gender equality and leadership; the Department will design and deliver a program to encourage custodial women to seek progression into leadership roles.
- ▶ **Aboriginal Representation:** A key focus for State Government is increasing the representation of Aboriginal people in the workforce. DCS is currently exceeding the Public Sector target of 2% and has committed to increase the participation of Aboriginal people in the Department to 6%.
- ▶ **Prison Industries and Structured Day:** DCS will continue to build its Prison Industries program to achieve improved outcomes for offenders. This will be supported across all prisons through the expansion of the 'structured day' program which maximises DCS' employment opportunities whilst providing work experience opportunities to more prisoners.

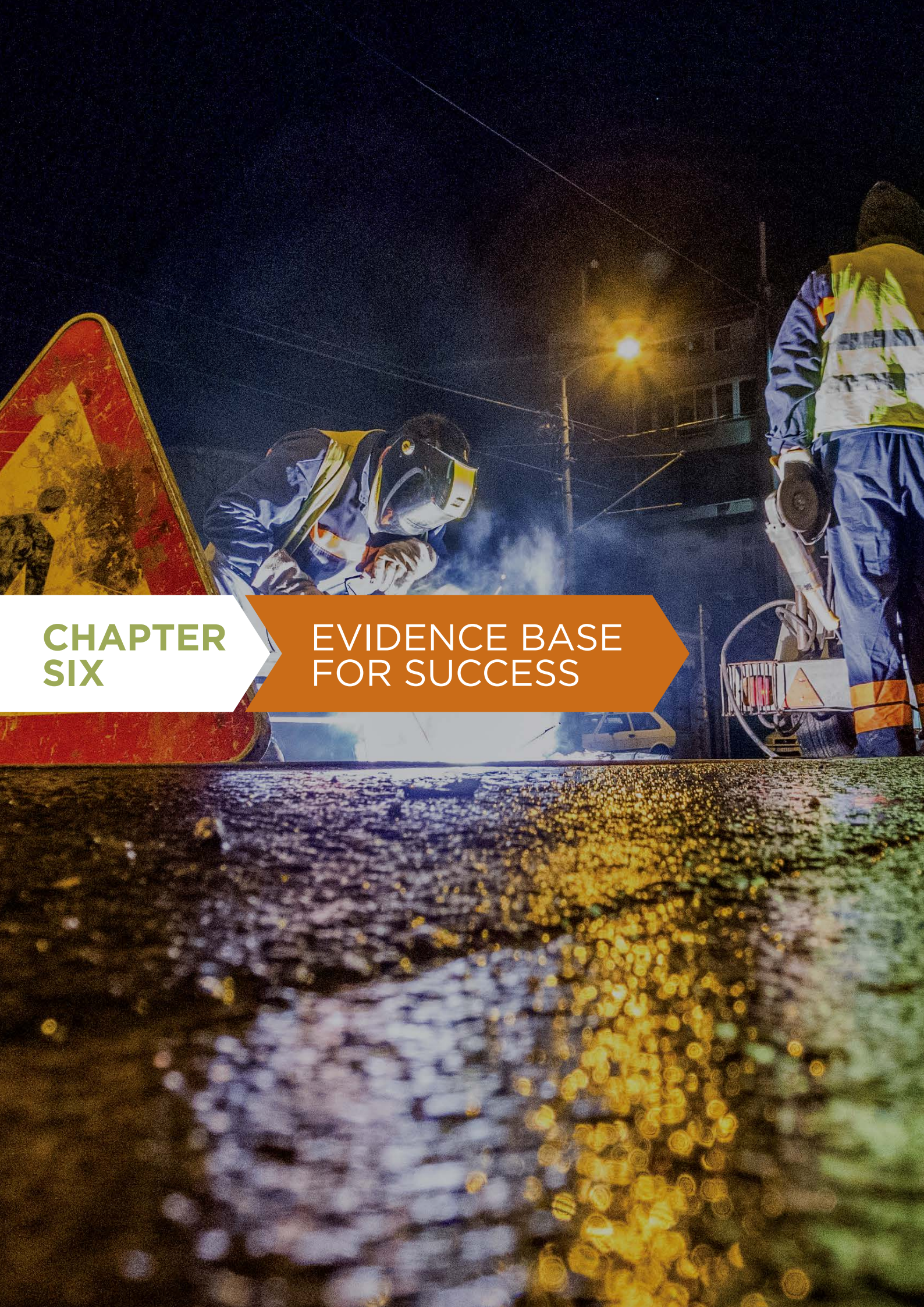
Benefits of Cultural Changes

Benefits of the cultural change include:

- ▶ **Improved public protection** by embedding workforce integrity and professional standards and through the progression of amendments to the Correctional Services Act 1982.
- ▶ **Reducing reoffending** by ensuring that all staff members are well trained, committed to improving outcomes for offenders and understand that ‘every contact matters’.
- ▶ **Enhancing community safety** by ensuring that the correctional services system is contemporary and supported by a modern, responsive and skilled workforce.
- ▶ **Improving opportunities for rehabilitation and reintegration** by ensuring that qualified and competent staff members deliver evidence-based rehabilitative programs and that offenders are supported when returning to community.
- ▶ **Maintaining secure, safe and humane environments** by pursuing opportunities to make improvements to the Trainee Correctional Officer Program and the strategic learning priorities for entry level correctional officers to support the ongoing development of a rehabilitation-focused workforce.

Outcomes from Cultural Change

TIMEFRAME	OUTCOME
Short-Term	Commitment to 10by20 and community safety by all DCS staff members will lead to improved outcomes for all offenders and the broader community.
Medium-Term	Changes to staff culture will improve the working conditions of correctional officers, which will allow staff members to better invest in their work. This will lead to improved community safety outcomes as offenders are better managed in community and reoffending rates fall.
Long-Term	Continuing to build a supportive staff culture will reduce demand for prison beds as rates of reoffending fall and more offenders are supported in prison and in community. This will lead to cost savings for the prison system, which can be diverted into programs that will have positive impacts on community.



CHAPTER SIX

EVIDENCE BASE FOR SUCCESS

CHAPTER SIX EVIDENCE BASE FOR SUCCESS

- ▶ Evidence shows that programs that target offenders with medium to high risk of reoffending are more effective.
- ▶ The 10by20 programs respond to evidence that demonstrates what is needed to ensure ex-offenders go on to live crime free lives.

Achieving the 10by20 target requires the implementation of high-quality, evidence based solutions.

These responses must seek to achieve measurable reductions in the rate of reoffending.

Each of the programs being implemented under 10by20 will lead to better outcomes for participants and collectively they will lead to a reduction in reoffending and support the achievement of the 10by20 target.

Research shows that the rate of reoffending amongst prisoners decreases as the number of correctional interventions received increases, depending on the efficacy of the interventions.⁶

Therefore, by implementing the proposed 10by20 programs together, there will be a greater impact on more offenders.

In developing our program response, international evidence was examined to determine what interventions lead to the highest reduction in reoffending as well as localised needs.

This has led to the key programs and interventions outlined in Chapter Five.

We know that there is a need to focus on offenders at higher risk of reoffending. South Australian data shows that only 11% of offenders with a low risk of reoffending score are expected to return to prison

In comparison, offenders with a medium to high risk of reoffending score return to prison at a rate of approximately 45%.

For this reason, the 10by20 programs will primarily target offenders at medium to high risk of reoffending. The key 10by20 programs that will target this cohort and reduce reoffending are:

- ▶ New Foundations;
- ▶ Work Ready, Release Ready;
- ▶ Rehabilitation programs; and
- ▶ Community Transition and Learning Centre (concept development stage).

Best practice research and evaluations show that together these programs can have a real impact on reoffending and will support achievement of the 10by20 target.



NEW FOUNDATIONS

In Australia, as in other developed countries, the supply of affordable housing is insufficient to meet demand and match the needs of the market.

Research⁷ shows that appropriate and stable housing is a key protective factor that can reduce the likelihood of reoffending.

A longitudinal study⁸ of more than 1,400 adults sentenced to imprisonment in the UK revealed that prisoners who indicated they would need help with finding accommodation when released were more likely (65%) than those not needing this help (45%) to be reconvicted in the first year after release.

The New Foundations program will be delivered through the recovery-oriented Housing First approach that is internationally acclaimed for its potential to reduce homelessness.

The clear association between homelessness and crime highlights the need to apply a Housing First approach to community-based offender programs in order to reduce reoffending and increase rehabilitation prospects.



WORK READY, RELEASE READY

Ex-prisoners face many difficulties when seeking employment including: low reading, writing and numeracy skills, behavioural and health problems, debt and homelessness, as well as potential discrimination from employers and the exclusions created by criminal history check requirements.

A 2011 study by the Ministry of Justice (UK)⁹ found that 97% of prisoners want to stop offending, and that the biggest factor in helping them to do so (68%) is having a job.

The same study highlighted that improving the skills of prisoners, focussed on the requirements of real jobs, is critical to reducing reoffending. Job ready skills should be addressed alongside other factors that drive crime.

Research indicates that employment and characteristics of employment impact an ex-prisoner's risk of reoffending in the first six months following release from prison.

A job encourages prisoners to meet their needs (both financial and social) through a legitimate means. The risk of losing such a job could also motivate prisoners to not reoffend.

Certain jobs, and characteristics intrinsic to those jobs, can help to reduce reoffending, whereas temporary and low-skilled employment is more likely to increase an ex-prisoner's risk of reoffending.¹⁰

⁷ DCS, Community Reintegration and Individualised Support Program (CRISP): Policy Position Paper, June 2016

⁸ Williams, Poyser & Hopkins, Accommodation, homelessness and reoffending of prisoners: Results from the Surveying Prisoner Crime Reduction (SPCR) survey, UK Ministry of Justice, 2012.

⁹ Ministry of Justice, (2011). Making Prisons Work: Skills for Rehabilitation, Review of prisoner Learning, United Kingdom.

¹⁰ Ramakers, A. et al. (2016). Not Just Any Job Will Do: A study on employment characteristics and recidivism risks after release, International Journal of prisoner Therapy and Comparative Criminology, pp 1-24.



REHABILITATION PROGRAMS

DCS' evidence based rehabilitation programs provide intensive, offence-focused responses, delivered by clinicians with specialist skills and experience.

The programs are based on cognitive-behavioural principles and are overseen by a clinical supervision framework that ensures program integrity and delivery, and supports maximum treatment gains.

DCS' rehabilitation programs target offenders with a higher incidence of risk factors. The principles of targeting interventions at the highest risk cohort and utilising evidence-based cognitive behavioural therapy techniques have become to be known as the Risk, Need, Responsivity Model (RNR Model).

Criminogenic programs that are grounded in the RNR model have been demonstrated to result in improvements across a range of risk factors at program completion. These factors include an improved ability to manage emotions and impulsive thoughts and to better manage unhelpful and antisocial tendencies.

The culmination of these changes is evidenced through a reduction in the rate of reoffending amongst offenders who participate in these programs. Research suggests that well-run programs that adhere to the RNR Model can reduce recidivism by up to 30% amongst participants who complete the program, compared to an untreated comparison group.



COMMUNITY TRANSITION AND LEARNING CENTRE

Research shows that Aboriginal offenders, as a result of historical treatment, suffer from marginalisation, higher levels of illness, intergenerational trauma and racism.¹¹

The complexity of these experiences for many Aboriginal people gives rise to the need for rehabilitative programs. Cultural strength is critical for overcoming disadvantage, and therefore building cultural connection and healing will be a key part of the CTLC concept. Cultural connection and healing will be achieved through:

- ▶ Aboriginal leaders involved in co-designing the CTLC concept, to ensure traditional laws and customs are at the centre of the program offering;
- ▶ The incorporation of a 'Therapeutic Communities' model in the concept wherein staff and participants are responsible for the management and operation of the community (i.e. day to day cleaning, cooking and maintenance) and have flexibility to incorporate traditional living; and
- ▶ The concept to support optional participation in the CTLC and return to traditional lands; this will acknowledge the diversity of levels of connection that Aboriginal people have with culture and community.

APPENDICES

APPENDIX A OUR PLAN TO ACHIEVE 10BY20

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
1	Develop an end-to-end case management program with appropriate performance indicators that supports prisoners from prison entry through to post-release.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>Integrated case management and planning is important for supporting offenders to desist from crime long-term.</p> <p>The State Government will support the development of an end-to-end case management service model via amendments to the Correctional Services Act 1982 (the Act) and associated regulations.</p>	
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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government is committed to ensuring that all programs are appropriately tailored to the individual needs of offenders. In addition to continuing to provide current tailored programs, the response will develop tailored programs to support the following:</p> <ul style="list-style-type: none"> ▶ Achieve the Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019; ▶ Develop an Aboriginal Offender Framework for DCS; ▶ Investigate the implementation of a Community Transition and Learning Centre; and ▶ Expand DCS' rehabilitation programs. 	
3	Develop a transition program for offenders leaving the prison system with supports and services provided up to six months post-release, where appropriate.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government will implement the following programs designed to support participants transitioning from prison:</p> <ul style="list-style-type: none"> ▶ New Foundations: offenders at risk of homelessness; ▶ Home Detention Integrated Support Services Program: offenders found suitable for completing their sentence in community on home detention; and ▶ Work Ready, Release Ready: offenders requiring additional employment and training support. <p>These programs will be delivered in partnership with the NGO and private sectors. Contracts will include payment by results measures to incentivise providers to achieve community reintegration outcomes.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
4	Develop a stable housing model to support prisoners release to appropriate accommodation.	ACCEPTED

STATUS

The South Australian Government accepts this recommendation.

The State Government accepts that unsuitable or unstable housing is a risk factor that may lead to reoffending. Currently, DCS runs a number of supportive housing programs in partnership with Housing SA and the community housing and NGO sectors.

The State Government will implement the New Foundations program, making funding available for partnerships with the community housing and NGO sectors.

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.	ACCEPTED
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STATUS

The South Australian Government accepts this recommendation.

Effective in-prison training and education are proven to provide positive outcomes in the prevention of reoffending. DCS currently runs a range of programs to support people leaving prison to link into meaningful workforce activity.

The State Government will implement the Work Ready, Release Ready program (as outlined in Chapter Five) to assist offenders to gain the necessary skills and experience to reintegrate to community. This program will provide a link to meaningful work for offenders leaving prison.

Work Ready, Release Ready will be delivered in partnership with the NGO sector and a specialist job network provider with contracts including payment by results measures to incentivise providers to provide employment opportunities to offenders.

6	Ensure drug and alcohol treatment programs are an integral part of DCS' rehabilitation strategy.	ACCEPTED
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STATUS

The South Australian Government accepts this recommendation.

The State Government remains committed to ensuring alcohol and other drug (AOD) issues are addressed via appropriate rehabilitation programs whilst in custody. All rehabilitation programs currently delivered by DCS include elements of a response to AOD dependencies, excluding the Domestic and Family Violence Intervention Program (DFVIP).³

The State Government will support DCS to expand its existing rehabilitation programs to meet this recommendation, as outlined in Chapter Five.

³ DFIG does not address AOD issues to stop the promotion of a treatment modality which allows offenders to blame AOD for their domestic and family violence offending. However, domestic violence offenders requiring AOD treatment are also referred to an appropriate AOD program.

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
7	Investigate the development of dedicated therapeutic communities within the prison environment.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>International evidence has demonstrated that therapeutic communities are effective in supporting participants to reduce drug use and criminal behaviour.</p> <p>DCS has commenced and will continue to monitor a trial Therapeutic Community at the Cadell Training Centre which seeks to provide specialised therapeutic treatment within a custodial setting.</p> <p>DCS has also committed to implementing a therapeutic community at the Adelaide Women's Prison; this community will be supported by a gender-informed program design and service delivery model.</p> <p>The State Government has tasked DCS to investigate the concept of a Community Transition and Learning Centre, as outlined in Chapter Five.</p>	
8	Improve information sharing and support for offenders' families , so that they are better involved in reintegration preparation and planning.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>Relationships and networks can positively shape offenders' behaviour and wellbeing, encouraging offenders to develop these supports and family ties may assist in achieving long-term desistance from crime.</p> <p>The State Government will seek to improve information sharing and support for offenders' families as part of the end-to-end case management. This recommendation will be incorporated into the proposed legislative amendments as outlined in response to service model.</p>	
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.	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>It is acknowledges that a significant numbers of prisoners across Australia have comorbidity of complex needs which may result in lifelong contact with the criminal justice system.</p> <p>The State Government will support DCS to strengthen partnerships with SA Health.</p>	
10	Engage a specialist job network provider to work with prisoners to engage in meaningful activity, including employment, when returning to community.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government is committed to supporting offenders to desist from crime and become contributing members of society. A key element to achieve both these aims is through work readiness programs and support to gain employment post-prison.</p> <p>The State Government will implement the Work Ready, Release Ready program, further information about his program is available in Chapter Five.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
11	Investigate the expansion of prison industries .	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government is committed to ensuring that offenders build the necessary skills, experience and qualifications to seek employment post-prison. Research shows that improving prison industries program will enable offenders to be better supported when exiting prison to find meaningful employment.</p> <p>The State Government supports the expansion of DCS' Prison Industries. The development of the Prison Industries program will be initially rolled out at Port Augusta Prison.</p> <p>This expansion will be supported by the Government's investment of \$12.6 million to increase floor space for Prison Industries at Port Augusta Prison (2000 square metres) Mabilong Prison (300 square metres), Port Lincoln Prison (400 square metres) and Mount Gambier Prison (1500 square metres).</p> <p>The expansion of Prison Industries will be further enabled through the execution of the Memorandum of Administrative Agreement between the Department of State Development, TAFE SA and DCS.</p>	
12	Investigate opportunities for social ventures .	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>The State Government has tasked DCS with scoping a Creative Industries strategy that will include exploration of social venture offender employment opportunities.</p>	
13	<p>Develop partnerships with the local business sector that seek to:</p> <ul style="list-style-type: none"> ▶ 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. 	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government has tasked DCS to consider ways to improve connections with businesses based on the 2016 Business Engagement Report. The Department will also continue to leverage opportunities across State Government to better engage the SA business sector.</p> <p>DCS will host a Business Expo in July 2017 at the Adelaide Pre-release Centre, to increase opportunities for partnerships with local businesses.</p> <p>The Department also works in partnership with a range of businesses including Mossop Construction and Total Space Design at the AWP. This partnership is supporting the refurbishment of the high security Women's Centre at the AWP whilst creating employment opportunities for ten female prisoners at the worksite, which includes TAFE training as part of the work agreement.</p> <p>The State Government will implement the Work Ready, Release Ready program and support the execution of the Memorandum of Administrative Agreement between the Department of State Development, TAFE SA and DCS, as outlined in Chapter Five.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
14	Ensure that resources and programs are targeted, evidence-based and focus on cohorts which will provide the best return on investment .	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government has provided additional funding arising out of the recommendations of the 10by20 Strategic Policy Panel. This funding will support the delivery the evidence-based programs outlined in the Government's Response.</p> <p>The State Government has tasked DCS to undertake evaluation of these programs to determine efficacy with the South Australian cohort.</p>	
15	Prioritise offenders and prisoners who are responsive and ready to change .	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>Currently, all rehabilitation programs prioritise potential participants' responsivity through their pre-program consent processes. These processes allow trained DCS staff to gauge an offender's readiness to change and appropriateness for rehabilitation programs before the provision of services.</p> <p>The State Government will ensure that all rehabilitation programs continue to prioritise participants' responsivity and support those offenders who are ready to change.</p>	
16	Ensure DCS' risk assessment tools and processes gather the information required to appropriately prioritise and target programs to the individual needs of offenders.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>DCS' current risk assessment tools and processes allow the Department to prioritise and target programs to the needs of individual offenders.</p> <p>The State Government has tasked DCS to consider how the Department's current risk assessment tools can be monitored and improved as part of the end-to-end case management service model.</p>	
17	Ensure all programs are rigorously monitored and evaluated .	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>The State Government recognises the importance of both research and evaluation as critical elements of evidence based decision making and practice development. DCS has a Research and Evaluation Framework and is currently updating its Research Agenda to 2018-2020 to reflect emerging priorities, including the 10by20 Action Plan.</p> <p>The State Government will provide 10by20 Annual Update Reports and embed monitoring and evaluation into new programs, where appropriate.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>Currently 37.8% of the South Australia prison population are on remand, which presents an ongoing challenge for our criminal justice system. Research consistently identifies the negative effects associated with remand, which increase the likelihood of reoffending upon release.</p> <p>The State Government will improve access to rehabilitation and vocational training for people on remand via amendments to the Act and associated regulations.</p> <p>DCS will also continue to provide the Bail Accommodation Support Program and expand rehabilitation programs for remandees where appropriate, as outlined in Chapter Five.</p>	
19	Investigate and implement strategies that better target offenders on short sentences (less than 12 months) through evidence-based interventions that are shown to have meaningful impacts on reoffending.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government agrees that more should be done to support offenders on sentences under 12 months who are at risk of cycling through the criminal justice system with fewer rehabilitation opportunities due to the lack of time spent under DCS' supervision.</p> <p>The State Government will support the implementation of Intensive Corrections Orders and the expansion of rehabilitation programs for offenders on short sentences, as outlined in Chapter Five.</p>	
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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government remains committed to achieving the best outcomes for offenders on community based sentences.</p> <p>The State Government will support DCS to expand rehabilitation programs for offenders on community based sentences, as outlined in Chapter Five.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
21	Continue to deliver on the actions in the Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government will support the implementation of actions in the Strong Foundations and Clear Pathways: Women Offender Framework and Action Plan June 2014 – June 2019.</p>	
22	Ensure the specific and cultural needs of Aboriginal offenders are included in the implementation of all Panel recommendations.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>Aboriginal people are overrepresented in the South Australian correctional services system and the State Government understands the importance of ensuring all recommendations consider and respond to the specific and cultural needs of Aboriginal offenders.</p> <p>The State Government will support the development of an Aboriginal Offender Framework for DCS, as outlined in Chapter Five.</p>	
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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government will support the consideration of the specific and cultural needs of Aboriginal offenders in development of an Aboriginal Offender Framework for DCS to be developed in consultation with community, as outlined in Chapter Five.</p> <p>DCS will continue to engage the 10by20 Aboriginal Reference Group that assisted in the development of the Strategic Policy Panel Report, to provide an Aboriginal focus over the implementation of all 10by20 responses.</p>	
24	Ensure that Aboriginal offenders who are returning to country receive specialised transition supports and services.	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>The State Government acknowledges that Aboriginal offenders living in rural and remote areas face particular issues and difficulties when transitioning from prison.</p> <p>The State Government has tasked DCS with the development of the Community Transition and Learning Centre concept in partnership with the Commonwealth Government, as outlined in Chapter Five.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
25	Continue to pursue, in concert with the community, the development of a community transition centre close to country.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government has tasked DCS with the development of the Community Transition and Learning Centre concept in consultation with local Aboriginal Elders and community and the Commonwealth Government, as outlined in Chapter Five.</p>	
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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government will continue to support the Chief Executive Group for Aboriginal Affairs in achieving cross-agency engagement in the implementation of 10by20 responses.</p>	
27	Ensure translation services are provided for Aboriginal offenders who do not speak English as their first language.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government acknowledges the benefit of providing culturally sensitive content and delivery methods and will support improved translation services as part of the Aboriginal Offender Framework for DCS, as outlined in Chapter Five.</p>	
28	Continue to strengthen partnerships with Aboriginal businesses and community organisations.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government is committed to supporting and strengthening partnerships with Aboriginal organisations as demonstrated in the <i>Aboriginal Economic Participation Strategy</i>.</p> <p>The Strategy aims to create more opportunities for Aboriginal jobs and training, and to demonstrate best practice across industry sectors through a range of initiatives. The State Government will assist the achievement of the 10by20 Strategy through a range of initiatives, including Aboriginal Business Connect and the Aboriginal Business Procurement Policy.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government agrees that the quality of interpersonal relationships between prisoners and staff can impact on prisoners' personal experiences of incarceration and may subsequently impact on their likelihood of reoffending. The State Government is committed to supporting all DCS staff members to have ownership over achieving the 10by20 target.</p>	
30	Review opportunities to expand and enhance staff training to improve understanding of the complex composition of South Australia's offending population.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>Successful supervision and offender management requires appropriate staff training. The State Government is committed to providing consistent, high quality staff training and to make improvements to meet best practice to ensure that South Australian staff meet or exceed correctional services best practice.</p>	
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.	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>The State Government seeks to ensure the best use of tax payer money through the provision of cost effective, evidence based strategies and programs. It is therefore essential that funding to achieve the 10by20 target is linked to well support programs that will lead to lasting change amongst participants.</p> <p>The State Government has committed \$79.137 million (from the 2016-2017 financial year) in new funding for the programs outlined in Chapter Five.</p>	
32	Develop and implement a community engagement strategy to increase community understanding around the importance of rehabilitation and the long-term community safety benefits.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government agrees that there is a need to implement innovative engagement strategies that address the stigmatisation of offenders and promote successful reintegration to community.</p> <p>The State Government will support DCS to lead the development of a new 10by20 Stakeholder Engagement Framework underpinned by the Better Together principles, as outlined in Chapter Three.</p>	

NUMBER	RECOMMENDATION	GOVERNMENT POSITION
33	Set up an advisory group to develop appropriate mechanisms to enhance service coordination, information sharing and data collection processes.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>The State Government will ensure that all justice agencies are connected to the Attorney-General Department's Office for Crime Statistics and Research for the benefit of ongoing collaboration and information sharing.</p>	
34	The State Government to 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.	ACCEPTED
STATUS	<p>The South Australian Government accepts this recommendation.</p> <p>DCS will seek opportunities to work with government, non-government and private agencies where appropriate.</p> <p>The State Government will support DCS to commission partnerships, involving payment by results mechanics where appropriate, in the delivery of programs outlined below:</p> <ul style="list-style-type: none"> ▶ New Foundations; ▶ Work Ready, Release Ready; and ▶ Expanding Community Supervision, Rehabilitation; and ▶ Support Reintegration Services Program. 	
35	The State Government to 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.	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>The State Government is committed to multi-agency case planning and risk management, which contributes to reducing reoffending and improving community safety.</p> <p>The State Government will support all South Australian Government Departments to continue to consider ways to develop and implement multi-agency, cross-government programs to achieve the 10by20 target.</p>	
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.	ACCEPTED IN PRINCIPLE
STATUS	<p>The South Australian Government accepts this recommendation in principle.</p> <p>The State Government will support the continued collaboration between DCS and the Department for Communities and Social Inclusion to improve information sharing for juvenile and women offenders.</p>	

APPENDIX B GLOSSARY

List of Key Terms

Aboriginal	The original inhabitants of Australia. It is recognised that other jurisdictions may interchange this term with 'Indigenous Australians,' or Aboriginal and Torres Strait Islander people. For the purposes of this document, the term 'Aboriginal' is used unless referencing a direct title or quote from other jurisdiction documentation. The State Government recognises that Torres Strait Islander offenders also require personalised, culturally-targeted responses and supports and services should be tailored to optimising rehabilitation and reintegration.
Correctional Services System	The correctional services system includes both prisoners and community corrections.
Criminogenic	Criminogenic refers to factors or influences causing or likely to cause criminal behaviour.
Offender	A person who has been sentenced but is serving his or her sentence in either prison or community corrections.
Prisoner	All people who are in the custody of the Chief Executive pursuant to the Correctional Services Act, either under sentence or on remand.
Rehabilitation	The process of reducing the risk of further reoffending by offenders by restoring someone to health or normal life through training and therapy. Rehabilitation reduces the risk of further victimisation and or community harm.
Remand	When a person is committed to custody, in prison, while they are awaiting trial.
Reoffending	The reversion of an individual to criminal behaviour after he or she has been convicted and sentenced for a prior offence.
Reoffending Rate	'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).
Sentenced	A person who has received a court sentence, i.e. a sentenced prisoner.
Therapeutic communities	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.

List of Key Acronyms and Abbreviations

10by20	<i>Reducing Reoffending: 10% by 2020</i> , refers to both the overarching Strategy and the target announced in August 2016.
APC	Adelaide Pre-release Centre
AOD	Alcohol and other drugs
AWP	Adelaide Women's Prison
BASP	Bail Accommodation Support Program
CALD	Culturally and Linguistically Diverse
CTLC	Community Transition and Learning Centre
DCS / The Department	Department for Correctional Services, South Australia
DFV	Domestic and Family Violence
HISSP	Home Detention Integrated Support Services Program
The Panel	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.
PAP	Port Augusta Prison
The Report	The Reducing Reoffending: 10% by 2020 Strategic Policy Panel's Report, which was released in December 2016.
RNR	The Risk, Needs, and Responsivity model, which 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.
RoGS	Report on Government Services
WRRR	Work Ready, Release Ready




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