



ACT
Government

Justice and Community Safety

ACT CORRECTIVE SERVICES REHABILITATION FRAMEWORK

A summary of the framework

A framework to guide the integration of rehabilitative activities and services through effective sentence planning and management.

ACT Corrective Services

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Foreword

In line with the ACT Government commitment to reducing recidivism by 25% by 2025, I am pleased to present the ACT Corrective Services Rehabilitation Framework (the Rehabilitation Framework).

The ACT Corrective Services Strategic Plan 2017-2019 Resetting the Foundations established the vision for ACT Corrective Services to contribute to a safer community through ‘the safe, secure and humane management of offenders both in custody and in the community’ and ‘the provision for sustainable opportunities for offenders to lead law abiding and productive lives in the community through rehabilitation and reintegration’. The Rehabilitation Framework contributes to realising this vision through principles which are based on research evidence demonstrated to reduce reoffending.

The Rehabilitation Framework is based on models of ethical and effective behaviour change which have emerged in the last decade. The theoretical foundations applied by ACT Corrective Services are the Risk Need Responsivity Model (RNR) and the Therapeutic Jurisprudence (TJ) Model. This approach ensures that community safety objectives are met through sound risk management strategies, while maintaining our commitment to dignity and Human Rights Principles.

The Rehabilitation Framework reflects the profile of the ACT detainee population and guides the integration of rehabilitative activities and services through effective sentence planning and management, as we strive under our new strategic plan 2019-24 to introduce the corrections practice of Integrated Offender Management.

This framework formalises existing practices within ACT Corrective Services and provides a solid framework for the continual development of our rehabilitative efforts. Through this framework ACT Corrective Services will continue to sharpen its focus and improve service delivery outcomes for both our clients, and the ACT Community.



Jon Peach

Executive Director
ACT Corrective Services
November 2019

Why do we need a Rehabilitation Framework?

Since the inception of the Alexander Maconochie Centre in 2009, a number of independent reviews have identified the need for an ACTCS specific Rehabilitation Framework. These include:

- ▷ Knowledge Consulting (2011)
- ▷ Birgden (2013)
- ▷ The ACT Auditor-General's Report – *The Rehabilitation of Male Detainees at the Alexander Maconochie Centre* (2015)
- ▷ The Moss Review

The ACT Corrective Services (ACTCS) Rehabilitation Framework sets out the principles which underpin the ongoing delivery of offender rehabilitation programs and services across adult custodial, transitional and community corrections in the ACT.

The framework uses best practice principles derived from evidence based theories. It allows ACTCS to take into account the legislative framework, current and projected operational demand, and the constraints of service capability and resource availability.

The Rehabilitation Framework forms part of the ACTCS mission to contribute to a safer community through 'the safe, secure and humane management of offenders both in custody and in the community' and 'the provision of sustainable opportunities for offenders to lead law abiding and productive lives in the community through rehabilitation and reintegration'. It will be used to support offender management decision-making and development of services that are consistent with organisational objectives.

In addition the Rehabilitation Framework supports ACTCS commitment to the future development of a holistic integrated offender management model, which seeks to enhance rehabilitation and integrative efforts.

Context

The Rehabilitation Framework will operate within the existing policy and legislative framework that enables ACTCS service delivery. This includes:

- ▷ The *Corrections Management Act 2007 (CMA)*, *Crimes (Sentencing) Act 2005*, *Crimes (Sentence Administration) Act 2005* and *ACT Human Rights Act 2004*

- ▶ The national Corrective Services Administrators Council (CSAC) *Guiding Principles for Corrections in Australia (2018)*, *Australian Offender Program and Facilitation Standards (2013)*, and *Indigenous Strategic Framework (2016)*
- ▶ ACTCS Strategic Plan 2019-2024 *One Team, One Purpose: Supporting a Safer Community*
- ▶ ACT Government and Justice and Community Safety Directorate Strategic Priorities, including:
 - Contribute to the goal to decrease recidivism by 25% by 2025
 - Improve rehabilitation and reintegration of offenders through programs and support
- ▶ The ‘Healthy Prison’ concept which advocates that detainees are:
 - held safely and feel safe
 - treated with respect for their human dignity
 - encouraged to improve themselves through the provision of purposeful activity
 - prepared for release into the community and helped to reduce the likelihood of reoffending
- ▶ Service demand, projections and demographics.

Snapshot of key detainee figures

- ▶ In late 2017, the AMC population was 471 detainees: 63% sentenced, 37% remand.
- ▶ 21% of detainees identified as Aboriginal and Torres Strait Islander, and 9% were women.
- ▶ 75% of ACT detainees had previously been imprisoned under sentence.
- ▶ The median time spent on remand was 2.7 months and median aggregate sentence length was 3 years.
- ▶ The top three ‘most serious offence’ groups for ACT detainees were: assaults non-sexual (33%), property offences (15%) and sex offences (12%).
- ▶ Crime Trends Analysis (2018) projections indicate that the ACT detainee population is projected to rise by 18.6% over the next 10 years to 2027.

Sentence Management

Sentence Management is a continuum of related processes which manage an offender's risks and needs from induction to discharge. These processes include: assessment, sentence plan, classification and placement, identification and referral to programs and services; incentives, earned privileges and sanctions; transitional programs and services; and post release services such as parole and Extended Throughcare.

Sentence management goals are to:

- ▷ Protect the community
- ▷ Engage the offender
- ▷ Monitor the offender.

Sentence management outcomes are to:

- ▷ Complete the order or sentence
- ▷ Reduce the likelihood of reoffending
- ▷ Enhance community reintegration.

Sentence management continuum

Assessments

- ▷ Risk/Needs: LSI-R
- ▷ Pre-Sentence Report, ICO Assessment Report
- ▷ Program suitability: e.g. CV TRQ, STATIC 99, DAST, AUDIT, STABLE 2007
- ▷ Parole/Pre-release Report

Sentence Plan

- ▷ Prioritise Central Eight
- ▷ Stages of Change
- ▷ Responsibility
- ▷ Behavioural contracting
- ▷ Set expectations

Sentence Management

- ▷ Classification & placement
- ▷ Implement & monitor Plan
- ▷ Offence Specific programs: Change, Sex Offender, Other Drugs
- ▷ Other programs and services: therapeutic, Wellbeing, Education & VET, Employment, prosocial activities
- ▷ Incentives, privileges
- ▷ Scheduled reviews

The foundation of offender management is assessment and management of criminogenic risk, and setting achievable goals to reduce risk. This requires:

- ▶ staff who are appropriately trained and supervised, who set clear boundaries and expectations, and who encourage offender participation and progress;
- ▶ provision of a service that is responsive to multiple risks, needs, and individual characteristics;
- ▶ provision of incentives, opportunities and motivation for offenders to change and progress;
- ▶ a constructive and consistent environment where staff model professional and prosocial behaviour; and
- ▶ consistent offender accountability for antisocial behaviour and breaches of orders

Assessment

Assessment aligned with risk level
for the Sentence Management

Program areas: Cognitive Self
der, Anger/Violence, Alcohol &

and services: Psychological/
eiling, Aboriginal, Women,
mployment & Industry,

es & sanctions

Transition

- ▶ Develop
Transition Plan
- ▶ Transitional and
Pre-Release programs
& services
- ▶ Transitional Release
Centre

Post Release

- ▶ Parole
- ▶ Extended Throughcare
- ▶ Referral to community
based providers
- ▶ Community based
supervision

Central to sentence management is the prioritisation of community safety via reducing reoffending

Theoretical principles

What Works: evidence based interventions

Research over the past two decades has focused on identifying the characteristics of correctional service delivery and programs that contribute to reducing recidivism, forming a body of literature known as ‘what works’ (Bonta & Andrews, 2017).

The What Works Principles of Effective Correctional Intervention are:

1. **Risk Principle:** that intervention should target higher risk offenders and apply minimal services to lower risk offenders. This relies on accurate assessments and up-to-date information.
2. **Need Principle:** that intervention should target criminogenic risk/needs factors (areas directly causal to reoffending).
3. **Responsivity Principle:** that efforts should be made to increase offenders’ responsiveness to intervention (internal responsivity), by addressing barriers to participation such as lack of motivation, learning style, individual characteristics such as age, culture and gender. Responsivity also includes external factors such as staff interactions and a constructive environment that supports behaviour change. Effective intervention addresses risk factors and strengthens protective factors.
4. **Treatment Principle:** use behavioural treatment approaches which involve rehearsing new skills e.g. structured social learning, cognitive behavioural approaches. This assists to increase self-responsibility.
5. **Program Integrity Principle:** implement interventions (programs, services, activities) that are evidence based and are delivered as designed. Programs should have a manual and facilitators should adhere to the content.

The ‘what works’ literature highlights the importance of ensuring that offender management practices are consistent with established evidence for effective assessment, intervention type and level, encouraging motivation, and program delivery. Monitoring and evaluation procedures must be built into programs to ensure that they meet their stated aims and objectives, as part of a continuous process of review.

The Risk Need Responsivity approach

Risk Need Responsivity (RNR) is the primary model of correctional service delivery in Australia (Ward, Melser & Yates 2007, cited in Bonta & Andrews 2017, p175) and underpins ACTCS offender assessment and management practices.

RNR is based on a psychological theory of offender antisocial behaviour. It is a risk management approach that focuses on reducing reoffending and protecting the community (Bonta & Andrews, 2017).

The Risk Need Responsivity approach is concerned with addressing community protection by managing risk in relation to static (untreatable) and dynamic (treatable) risk factors, rather than non-criminogenic needs indicators such as low self-esteem, feelings of personal distress, anxiety, victimisation issues, major mental disorder or disability, and poor physical health or disability. Whilst these are traditional clinical treatment targets, they are less likely to impact recidivism (Bonta & Andrews, 2017).

Cognitive behavioural and cognitive social learning strategies are often more effective than other types of intervention. This includes modelling, reinforcement, role playing, skill building, modification of thoughts and emotions through cognitive restructuring, and repeatedly practising low risk alternative behaviours.

RNR PRINCIPLE	APPLICATION
Overarching principles	
1. Respect for the offender	Offender management is provided in an ethical, legal, just, moral, humane, and decent manner.
2. Underpinning theory	Offender management applies cognitive-behavioural therapy (CBT).
3. Human service	Offender management is based on a human service delivery model, not the severity of punishment.
4. Crime prevention	Prevention of further crime is an objective of offender case management.

RNR

RNR PRINCIPLE	APPLICATION
5. Risk principle	Case managers intensively case manage moderate and high-risk offenders, and do not intensively case manage low risk offenders.
6. Need principle	Case managers assess dynamic risk factors and target them in case management (see central eight below).
7. Responsivity principle	Case managers maximise learning by tailoring case management to learning style, motivation, abilities, and strengths: <ul style="list-style-type: none"> a) general responsivity – use CBT to influence behaviour b) specific responsivity – modify strategies to match individual cases.

Structured assessment

8. Assess RNR	Case managers use structured and validated instruments to assess risk, need, and responsivity.
9. Strengths	Case managers assess personal strengths and integrate them into interventions.
10. Breadth	Case managers assess risk, need and responsivity as well as non-criminogenic needs.
11. Professional discretion	Case managers only deviate from the RNR principles for specified reasons.

Program Delivery

12. Dosage	Case managers and program providers engage higher risk cases and minimise dropout from rehabilitation programs.
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Staff skills

13. Relationship skills	Relationship skills include warmth, respect, and being collaborative.
14. Structuring skills	Staff demonstrate pro-social modelling, reinforcement, skill building, problem solving, and other empirically validated structuring strategies.

Organisational

RNR PRINCIPLE	APPLICATION
16. Continuity of service	Case management provides ongoing monitoring, and continues across custodial and community correctional settings.
17. Agency management	Managers select and train staff according to their relationship and structuring skills, and provide supervision according to RNR. Managers ensure that there are organisational mechanisms to maintain the monitoring, evaluation, and integrity of offender assessments and programs.
18. Community linkages	ACTCS will maintain positive relationships with other agencies and organisations.



Case Management in Community Corrections

Central Eight

The RNR model lists empirically-derived static and dynamic risk factors which are identified on the Level of Service Inventory-Revised (LSI-R) and need to be addressed in sentence plans developed by ACTCS. The Central Eight risk/need factors (Bonta & Andrews, 2017) are as follows:

RISK	NEED
History of Criminal Activity	
Early and continuing involvement in a number and variety of criminal activities in a variety of settings	Build non-criminal alternative behaviours to employ when faced with potentially criminal situations
Anti-social/pro-criminal thoughts & attitudes	
Attitudes, values, beliefs and rationalisations supportive of crime; cognitive emotional states of anger, resentment, and defiance; negative attitudes to the law; criminal versus anti-criminal identity	Counter with prosocial attitudes, build up a prosocial identity, recognise and reduce risky thinking and feeling
Anti-social/pro-criminal peers	
Criminal friends; immediate social support for crime; relative isolation from prosocial others	Reduce association/ replace criminal friends and associates with prosocial friends and associates
Antisocial personality pattern	
Impulsive, adventurous, pleasure seeking, restlessly aggressive, irritable	Build self-management skills, teach anger management, coping skills, problem solving skills
Family / marital relationships	
Poor parental monitoring and disciplining, poor family relationships	Teach parenting skills, build positive relationships, reduce conflict, enhance monitoring and supervision
School / work performance	
Poor performance, low levels of satisfaction	Enhance work/study skills, support interpersonal relationships within the context of work and school

RISK	NEED
Substance abuse	
Abuse of alcohol and/or drugs	Reduce substance abuse, reduce the personal and interpersonal supports for substance-oriented behaviour; enhance supports and alternatives to substance abuse
Levels of prosocial recreation	
Low levels of involvement in prosocial recreational/leisure activities	Encourage participation in prosocial recreational activities, hobbies and sports

Along with sentence management, ACTCS has minimum supervision standards that inform sentence planning and contact frequency. The minimum supervision standard applied is determined in by assessed risk level.

Therapeutic Jurisprudence

Therapeutic Jurisprudence (TJ) is a legal and humanistic (holistic) theory with concern for the wellbeing of individuals in the criminal justice system. TJ contends that the processes used by justice system personnel can have a positive, neutral or negative impact on offender wellbeing and outcomes such as respect for the justice system and the law, perceived fairness, and rehabilitation. It highlights the importance of correctional staff engaging offenders in prosocial ways. This includes:

- ▶ consistent application of policy, expectations and consequences so that offenders believe the process is fair
- ▶ encouraging offenders to actively participate in forming case management goals
- ▶ using the work environment to support prosocial behaviour such as respect and courtesy, working cooperatively in a team
- ▶ building self-confidence and a sense of self-worth
- ▶ offering an opportunity to make reparation to the community.

Sentence management practices may also identify non-criminogenic needs and will link offenders with appropriate support providers.

Programs and services

ACTCS provides a range of program opportunities for offenders to address offence-specific risks and needs, offence-related behavioural and wellbeing needs, and to assist in their successful transition to the community. The programs provided across Custodial Operations and Community Corrections are based on a Cognitive Behavioural Therapy (CBT) approach which has been demonstrated as the most effective modality to help offenders learn new attitudes and behaviours (Bonta & Andrews 2017).

- ▶ Offence-specific program categories include: Cognitive Self Change, sex offender, anger/violence, and alcohol & other drugs
- ▶ Other program and activities areas include: psychological/therapeutic, wellbeing, Aboriginal, women, education, employment and industry, vocational education and training, and prosocial activities.

Rehabilitative programs and activities should be delivered and adapted to accommodate a range of learning styles, abilities and characteristics. This may include being responsive to multiple and complex needs including gender, cultural, language, mental health and disability needs.

Appropriate strategies are required to ensure that offenders are able to participate in programs and access equivalent services. This may require the assistance of relevant professionals and community agency consultation, support and services.

Individualised offender management allows for the identification of specific needs and how to manage them appropriately.

ACTCS has developed a compendium of programs which provides a brief overview and outline of each program, the target population, duration and referral process. The compendium forms an essential part of the rehabilitation of offenders in the community and in custody at the AMC. The facilitation of programs aligns with the *Australian Offender Program and Facilitation Standards* (2013). ACTCS has developed an Evaluation Framework to ensure that identified programs are evaluated and ACTCS continues to apply the 'what works' philosophy.

Program integrity

Program integrity is one of the What Works Principles of Effective Correctional Intervention. In order to maximise the effectiveness of programs in reducing reoffending a number of elements must be fulfilled:

- ▶ The program is evidence-based and linked to a rehabilitation theory, and delivery adheres to the manual
- ▶ Ensure that staff (and participants) understand the goals and objectives
- ▶ Deliver in a style and mode that will engage offenders and is responsive to diversity
- ▶ Program staff are trained in relevant competencies, undergo professional development, and are appropriately supervised and supported
- ▶ Ensure program participants meet eligibility criteria and that there are defined entry and exit criteria
- ▶ Programs are evaluated to determine whether they have met integrity elements; met demand; and for short & long term effectiveness in lowering risk and reducing reoffending.

In support of this, ACTCS provides program staff with clinical supervision, training and applies quality assurance practices to ensure that the right people in the right program facilitated by the right person.

Transitional Release Program

Preparation for release commences immediately following admission into custody through induction and sentence planning phases. Participation in transitional release provides detainees with opportunities to access external services that support successful reintegration into the community. These may include housing and accommodation, Centrelink services, employment, external health care supports and community organisations.

The AMC Transitional Release Centre (TRC) offers approved detainees the opportunity to access group courses, community based services and activities and approved work placements in the community.

The TRC provides detainees with open conditions designed to reflect life in the community in a supported manner that enhances prosocial connections, job readiness and participation and independent living skills.

Eligible offenders may voluntarily access the Extended Throughcase program. The program provides targeted practical support which may include sourcing and/or brokerage for accommodation, referral to community outreach, welfare and rehabilitation services, and basic material needs such as clothing and transport.

Framework Implementation

The framework will be implemented through the development of policies, procedures and practice guidelines which will inform all aspects of sentence planning and management and will provide consistency of practice across ACTCS.

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