

Offender Services Directorate input to Select Committee on Regional and Remote Indigenous Communities to be held on 9 October 2009 in Perth.

The Offender Services Directorate is responsible for the delivery of the following services to all State operated prisons and/or community locations across Western Australia.

Offender Services Directorate has a staff establishment of 288 Full Time Equivalent positions. In 2009/10 the budget appropriation for the Directorate is \$32.2 million.

Adult Psychological Community Service

Adult Psychological Community Service works collaboratively with Community Justice Services' Community Corrections Officers to provide interventions that aim to reduce an offender's risk of reoffending whilst placed under the supervision of Community Justice Services in the community. The service also coordinates the allocation of psychological assessments requested by the Court or Prisoner Review Board, assigning these to an established pool of independent assessors.

Clinical Governance Unit

The Clinical Governance Unit oversees the development, implementation and evaluation of Departmental programs for offenders in prisons and those managed in the community. These programmes are designed to address the criminogenic factors underpinning offending, with an emphasis on medium and high risk offenders. The unit ensures standards are developed, monitored and adhered to in the areas of treatment program delivery, suicide prevention, counselling and support services, research and evaluation and high risk and dangerous offenders.

Clinical Services Branch

The Clinical Services Branch works collaboratively with prisons across the State to deliver counselling, treatment programs, suicide prevention and peer support services. The Branch ensures that the integrity of services is maintained while being responsive to the needs of the prisons and prisoners.

Community Interventions Branch

Community Interventions Branch works collaboratively with Community Justice Services in the assessment for, and provision of group treatment programs. Staff ensure that program integrity is upheld, while being responsive to the needs of the individual. Programs focus upon family and domestic violence, substance abuse, managing emotions and sexual offending.

Drug Strategy

The Drug Strategy leads the planning of an agency-wide drug strategy aimed toward supply reduction, demand reduction and harm reduction. It coordinates and monitors the delivery of a Drug Strategy implementation plan to ensure achievement of strategy priorities on time and within budget.

Educational and Vocational Training Unit

The Education and Vocational Training Unit provides an education and vocational training service for adult prisoners. Education personnel work towards assisting students to acquire, develop, practise and apply the knowledge, skills and attitudes they need to take responsible control of their own lives.

Rehabilitation Services and their Effectiveness

TREATMENT PROGRAMS

An offender's placement on a treatment program is dependent on various variables separate to the offender, including;

1. the recommendation or outcome of the Treatment Assessment screening (prison)
2. the supervision level of the offender (community)
3. pre-group/program interview and assessment processes
4. availability of a place on the recommended program

Although the assessment criteria for accessing programs vary to some degree between different program areas (sex offending, violent offending, addictions offending, etc.) all take into account the offender's:

- risk of reoffending,
- criminogenic needs, and
- motivation to undertake a program.

Secondary matters taken into account in allocating offenders to programs are the offender's:

- mental health,
- intellectual capacity,
- literacy, and
- ethnic background.

Community based programs also take into account the offender's work status and issues related to childcare.

All programs offered to offenders are based on the "What Works" literature and take a perspective based on social learning theory. Cognitive behavioural group-work is recognised as the most therapeutic and cost effective means of delivering rehabilitation services to both male and female offenders, and is the basis of offender programs both nationally and internationally.

In delivering group programs to offenders, a distinction is made between curriculum and therapeutic process. A best-practice curriculum is of little or no value unless it is delivered in a way that engages the group participants personally and emotionally. This is achieved by applying therapeutic group work theory and practice.

Wherever possible, two facilitators deliver programs, and, in the case of sex offending and domestic violence programs, these, ideally comprise a male and a female to model appropriate interactions and relationships.

The Relapse Prevention model provides the primary conceptual framework for most offence-related treatment programs. This model holds offenders accountable for their behaviour and is directed toward having offenders identify those factors that place them at risk of reoffending. They are then held responsible for instituting changes in their lives to remain offence-free. The emphasis is on control of behaviour rather than "cure".

Emotion Focussed Therapy is utilised in community-based programs more so than in prison programs due to the nature of this approach and the setting in which it is delivered. This therapeutic approach is considered to be important with offenders as it is well documented in criminogenic literature, as poor emotional literacy is considered to be a significant factor to increase risk of re-offence.

Services to Aboriginal Offenders

The Aboriginal Program Facilitation Unit (APFU) was recently established to improve treatment program delivery to Aboriginal clients. It is the aim of this unit to provide culturally meaningful, relevant and appropriate treatment programs to the population of Aboriginal offenders.

The APFU is currently servicing Greenough Regional Prison, Eastern Goldfields Regional Prison, Roebourne Regional Prison, Broome Regional Prison and Casuarina Prison with an Indigenous specific intervention program suite that consists of:-

- Indigenous Men Managing Anger and Substance Use (IMMASU)
- Indigenous Family Violence (IFV)
- Indigenous Sex Offender Treatment Program (ISOTP)

At present the APFU services prison based offenders only, however during 2009 - 2010 it will expand to community based offenders. Whilst the prison APFU establishment is not finalised, during its development significant improvements in prison based program delivery have been achieved.

In comparison to the 2,500 hours of program delivery time in 2007/2008, over 12,000 hours of program delivery time had been provided in 2008/2009.

A Prison and Community Program Guide 2009/10 is attached and provides details of all current treatment programs.

Targeted program delivery

Over the last two years the Department of Corrective Services has implemented a number of strategies to increase and improve the delivery of treatment programs.

The Department has procured an Indigenous Family Violence Program from the Northern Territory to support the Family Violence Court expansion. There are four groups in operation in the Perth metropolitan area and one in Geraldton. The groups in Perth operate in a "rolling" format meaning clients can enter at any point. A DVD has also been developed to compliment the IFV program and was made by local Aboriginal actors portraying scenarios real to Aboriginal life.

The Department is currently developing Ngurrakutu (a Ngaanyatarrara word meaning 'Going Home'), a pilot program specifically for incarcerated Aboriginal men from the Western Desert region of Western Australia.

This program seeks to facilitate re-entry to the community by encouraging participants to make concrete and realistic post-release plans that include strong links to culture and community. The program was designed in recognition of the diversity of the Aboriginal population and the consequent inappropriateness of a "one size fits all" approach to Aboriginal program development. The program development team includes a staff member with cultural links to this region.

Although designed as a broad-based criminogenic needs program, Ngurrakutu targets particular needs characteristic of offenders from this region. It recognizes the importance of community and family for Aboriginal people and this is reflected in the format and thematic structure of the program. It is hoped that the Nguarrakutu program will convey a different method to engage Aboriginal men in treatment than what has been previously utilized.

Consultation with Aboriginal offenders from the targeted region has already been conducted and the feedback on the Nguarrakutu program from the offenders has been positive. The Department plans to conduct further consultation with remote Aboriginal communities in the Western Desert region.

Aboriginal clients subject to community based orders can also source all other programs currently offered – those being Sex Offender Treatment Programs; Substance-use Treatment and Emotional Management. Aboriginal clients

are also referred to external domestic violence service providers throughout the community.

In addition to these initiatives the Department has also recently introduced the following two programs for Aboriginal Offenders;

- An Indigenous Cognitive Skills program for men and women has been established and runs in northern and goldfields prisons.
- The provision of a women's substance use program at Greenough and Roebourne

During 2009/10 the Department will finalise the establishment of the Clinical Governance Unit to develop and procure, monitor and evaluate programs delivered to offenders in the community and in prison. This unit will include Aboriginal staff to provide a focus on Aboriginal program development.

The Department acknowledges the difficulty of providing treatment services in remote areas of Western Australia. For group treatment to work it is imperative that sufficient participants are willing to engage in treatment and that they remain motivated for the duration of the program. In the regional and remote areas of the State this is difficult to sustain.

To complement ongoing recruitment efforts the Department currently has contracts with Midwest Community Drug Services Team (Geraldton), Pilbara Community Drug Services Team (Karratha) and Men's Outreach Services (Broome) for the delivery of treatment programs. All contractors provide local Aboriginal facilitators to deliver the Indigenous Men Managing Anger and Substance Use (IMMASU) program.

In addition the Department is currently working with the Western Australian Drug and Alcohol Office and the Western Australian Network of Alcohol and Drug Agencies (WANADA) to develop a proposal to Government for the expansion of community based drug treatment services. The Department believes that offenders in the community should have access to community services equal to any other member of the community and is working with these agencies to expand the existing provision of services in the community to enable offenders this access.

Program data

The table below provides data on the participation of Aboriginal offenders in custody who started general treatment programs during the financial year 2008 – 2009 as a proportion of all offenders who started a program in the same period.

TYPE OF PROGRAM	ABORIGINAL	GRAND TOTAL
ADDICTIONS	246 (57%)	428
DISSENTING		
COGNITIVE SKILLS	309 (51%)	602

GENERAL OFFENDING	139	
SEX OFFENDING	17 (12%)	24
VIOLENT OFFENDING	56 (40%)	136
GRAND TOTAL	669 (50%)	1331

Importantly, programs for Aboriginal offenders increased in the period 2007/08 and 2008/09 by 61%, and individual program participation was even higher. Addictions programs saw a growth of 123%, violence program participation grew by 163% and Aboriginal sex offending program participation grew by a staggering 483%.

Program Evaluation Framework

The general goal of program evaluation is to measure effectiveness. A three-stage offender program evaluation strategy was adopted in 2009 based on the evaluation frameworks established in Queensland and New Zealand.

Program Integrity is monitored by the Clinical Governance Unit Program Development and Standards team. There are three main elements to ensuring that program integrity is maintained. These are:

- program accreditation
- facilitator accreditation
- site auditing

Short-Term Program Impact

Short-term measures of program impact make an important contribution to the evaluation process by:

- ensuring that the program is impacting the specified target criminogenic needs;
- informing continued program improvements by identifying unmet needs in offender populations and in this way contributing to future intervention design, development and knowledge about the integration and sequencing of interventions;
- measuring performance at local and state levels;
- examining area and regional differences;
- examining the effectiveness of the program for different types of offender; and
- ensuring that offenders selected for a program are the most appropriate for that program.

Long Term Impact

Determination of the impact of programs on recidivism rates is, by its nature, a long term strategy. Rehabilitation programs that target high risk offenders can take up to nine months to complete. It is also important to allow time for a

sufficient number of offenders to have completed the program for analyses to be undertaken.

After program completion, prisoners must finish serving out the remainder of their sentences. Once released, the minimum period at liberty - used by most research studies, correctional organisations and government reporting agencies at state, national or international levels - is two years.

Sex offender program evaluations generally take longer as the research indicates a much longer time at risk prior to sexual re-offending compared with other populations and sexual offenders recidivate at a much lower rate than generalist or violent offenders. Research also recommends that data continue to be collected to allow recidivism rates to be calculated over variable periods.

Measuring Long Term Impact

The primary measure of recidivism is conviction and return to corrections, although there may be scope for future consideration of other indices such as arrests and order breaches. Information on the type of re-offence is recorded to enable determinations of whether offenders return for committing similar crimes to which they previously were convicted or whether it is another type of offending.

Offender Services' information systems provide the means by which offender characteristics, program completion, and recidivism data are collected. As the amount of data available increases, more elaborate analyses are undertaken.

For example,

- Examining the effects of aftercare programs and services on reconviction rates;
- Examining the seriousness of the re-offence. Simply examining re-offence rates may miss the fact that offenders who have done a program are re-offending with much less serious offences;
- Examining multiple programs effects - that is, examining the impact of treatment on offenders who have completed more than one program;
- Analysing the way offenders with different characteristics respond to programs - when programs are found to be less effective with certain types of offenders then modifications to or replacements of the program can be made for these offenders;
- Statistical tests of significance can be used to determine if a difference exists between the treatment and comparison groups. In addition, effect sizes will also be examined to ensure that not only is there a difference between the treatment and comparison group, but that this difference is of a magnitude to justify the investments being made in treatment;
- Confirming the observed short-term measures predict recidivism - if these measures are found to be good predictors then more confidence can be placed in these short-term measures when evaluating other newly introduced programs. Both the predictive validity for psychometric tests for specific treatment programs can be tested;

- Comparisons can also be made with recidivism trend data from other Australian jurisdictions and from international sources.

INDIVIDUAL COUNSELLING

In both prisons and the community the preferred method of treatment is group programs, however individual counselling is sometimes provided when an offender is not suitable for group treatment or when groups are not available.

In such cases the service is provided to target offending behaviour with the ultimate aim being to bring about changes in clients that lessen the potential for harm they may pose to the community. Consistent with the 'what works' principles, the service aims to work with those clients who represent a greater propensity of offending and harming the community. Indeed, the 'what works' literature indicates services that target higher end offenders yield a greater return in terms of safety to the community than services that target lower end offenders.

The number of appointments offered to clients will reflect their responsivity to psychological counselling and their level of priority. For example, the psychologist will work longer with someone who has been convicted of harming others at an extreme level and may tolerate greater unreliability in these clients as they work to engage them.

In the community Masters qualified psychologists provide a psychology service to all Community Justice Service sites, usually on a part time basis.

In prisons individual counselling is usually restricted to special profile offenders such as Dangerous Sexual Offenders.

EDUCATION, TRAINING AND JOB READINESS SERVICES

The Education and Vocational Training Unit operates within the Offender Services Directorate to provide an education and vocational training service for adult prisoners.

The Unit is comprised of a management team in the city and operational staff who report to prisons each day. The unit has funding of \$8.1 million in 2009/10 and a staffing establishment is 80.5 Full Time Equivalent positions. An additional pool of approximately 200 casual teaching staff is employed throughout the year.

The Unit is divided into three arms of service:

- Prisoner Education Personnel oversees education staff operating Education Centres in prisons providing professional supervision and management.
- Prisoner Education Curriculum oversees curriculum coordinators providing content experts in adult basic education, Indigenous education and vocational training to education staff in prison.
- The Prison Employment Program coordinates the implementation of employment services in prisons and in the community.

The Unit is a nationally recognised training organisation, which delivers accredited training through the business name of Auswest Specialist Education and Training Services (ASETS).

Initial Assessment

Qualified teachers perform educational assessments for offenders as they enter the prison system. The assessment ensures that decisions regarding service delivery are informed by the offender's knowledge skills and abilities, needs, issues of risk, resources available and operational constraints.

The assessment and recording of the offenders' perceptions of themselves, education and vocational histories, educational needs and aspirations, form an integral component of the assessment. Education staff use the assessment process to establish a student profile that contributes to the prisoner's Individual Management Plan.

The assessment aligns to the National Core Skills System and includes:

- general literacy
- numeracy
- oracy
- written
- disabilities
- educational achievement

- vocational skills
- employment history
- career aspirations

Education and Vocational Training Service Delivery

The List below identifies the range of services provided through the Education and Vocational Training Unit (EV&TU). The needs, goals, perceptions, learning styles and experience of the offenders determine the nature and purpose of the tuition they receive.

Attached is a graph showing all enrolments for EV&TU services from 2005, including current year projections. (See Attachment "A")

Counselling

Ongoing counselling and support services include:

- Education and career guidance
- External and internal enrolments
- Facilitation of texts and materials
- Individualised educational/performance counselling

Adult Basic Education

Classes are delivered within the framework of the Certificate of General Education for Adults and the Entry to General Education and include listening, speaking, reading, writing, numeracy and critical thinking.

Where appropriate, these programs are linked to other educational, vocational and/or industrial programs.

Equity Programs

Specific strategies have been developed to address equity across all prisons.

These include:

- Indigenous Education
- Women's Education and Training
- Education for offenders from Non-English Speaking Backgrounds (NESB)
- People with Disabilities

Attached is a graph showing the history of enrolments and completions for Aboriginal prisoners. In 2008, there is a decrease in enrolments due to national changes to the Adult Basic Education curriculum. This impacted most on Aboriginal prisoners as they are a substantial part of the Adult Basic Education cohort. This trend is now reversing to show an increase in enrolments and completions.

Vocational Training

On and off the job vocational/industry training is provided in Art, Hospitality, Information Technology, Metals & Engineering, Community Services, Preparation for Employment, Land Management, Building and Construction.

Secondary and Higher Education

Services provided include:

- Years 11 and 12 post-compulsory education.
- Certificate I, II, III and IV courses.
- Alternative tertiary entrance pathways.
- University bridging programs.
- Facilitation and support in external university programs.

Career Planning Workshops

Individualised exploration of options and preferences using a variety of counselling techniques is provided to all prisoners assessed as suitable.

Arts

The Unit employs an Arts Coordinator who devises, develops and maintains a variety of programs across the arts spectrum. The implementation of the Arts takes in not just the visual arts, but also the genres of creative writing, music and drama.

Driver Education and Training

Services are provided to offenders in custody and in the community and include:

- Assessment and counselling regarding current license status.
- Road law and driver theory tuition.
- Issuing of permits and license.
- On the road driver training for minimum security prisoners.
- Proof of Age Cards, Birth Certificates

DIVERSION PROGRAMS

Diversion programs are typically adjoined to courts to enable offenders to avoid criminal charges and a criminal record. The purposes of diversion are generally to enable the offender to avoid prosecution by completing various requirements such as:

- Treatment or education aimed at preventing future offences
- Restitution to victims
- Avoiding situations for a specified period of time that may lead to committing another such offence

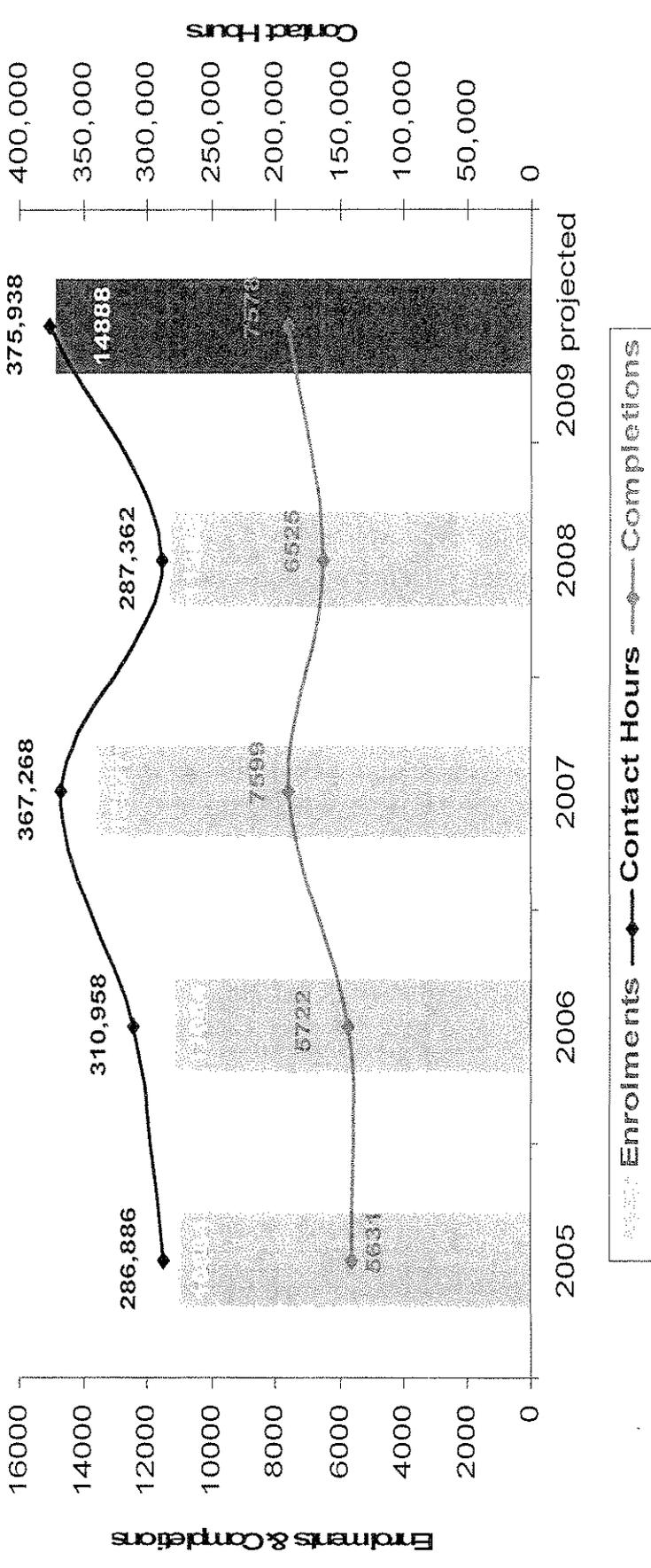
Diversion programs often frame these requirements as an alternative to court or further prosecution. Successful completion of program requirements often will lead to a dropping or reduction of the charges while failure may bring back or heighten the penalties involved.

In Western Australia a range of court drug intervention programs are available in metropolitan and regional Children's Courts and Magistrates Courts. The programs provide opportunities for people apprehended or charged with criminal offences who may benefit from referral to specialist alcohol and other drug treatment services.

The programs are provided to assist in addressing illicit drug misuse problems. The range of programs is provided relative to the seriousness of the current offences, the extent of illicit drug use and the circumstances of individual participants.

The Western Australian Drug and Alcohol Office and Department of the Attorney General are responsible for Drug and Alcohol diversionary programs in Western Australia.

EVTU Indigenous Enrolments History for All Indigenous Enrolments in each Year



Enrolments
 Contact Hours
 Completions