THE WINSTON CHURCHILL MEMORIAL TRUST OF AUSTRALIA

Report by     Wendy Murray     2004 Churchill Fellow

REDUCING RECIDIVISM

To study initiatives in justice systems that successfully reduce recidivism and to identify the conditions that lead to their success

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Signed     Wendy Murray

Dated       1 August 2005
REDUCING RECIDIVISM

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INTRODUCTION

The report on recidivism is a result of investigation into several different systems, initiatives and research. Thank you to all the people who gave their time to show the strengths and weaknesses of the systems within which they are working and especially to the Churchill Fellowship Memorial Trust and the Department of Justice of Western Australia.

The question: what are the initiatives, programmes or activities adopted by various Justice agencies that reduce recidivism? Also needs answers to: what contributes to program success and how does the understanding of recidivism help achieve this?

Justice agencies include organisations with responsibility for policy, research, legislation, inter-government activity, prisons, community justice services and juvenile justice. Special priority was given to three sub populations in corrections: Aboriginal offenders; juveniles; and mentally ill - particularly those offenders with personality disorders, as these are strategically important areas for justice agencies everywhere.

Attachment one provides the complete list of people and places visited.
CHURCHILL FELLOWSHIP STUDY INTO RECIDIVISM
EXECUTIVE SUMMARY

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The aim of the study was to identify initiatives that have successfully tackled recidivism in juveniles or adult offenders. I looked at conditions or factors that enable good ideas to be successful and adopted by the mainstream agencies such that they become part of core business. I avoided pilots that are funded short term and then lapse - continuity over time is an important criterion. Success occurs as outcomes for individuals, for the justice systems and for communities and the report discusses the various initiatives and successes in relation to these three areas. Implementation failure was a concern for many and is included in the discussion. The report flags that there is a new conceptualisation of how to respond to criminal behaviour and that there is an emerging science to support it.

Major initiatives considered are:
- multi agency partnerships in England to manage prolific and priority offenders;
- recidivism research in England, France and Canada;
- health and justice legislation and services to manage dangerous and severe personality disordered offenders and sex offenders;
- work programmes in French prisons;
- Norway’s nationwide implementation of Multi Systemic Therapy (MST);
- research and planning in Canada for services for Aboriginal offenders;
- integrated youth and juvenile offenders services in Ottawa province;
- development of MST at Columbia University, Missouri and systemic issues;
- MST program in St Louis for homeless, mentally ill and juveniles;
- Willow Cree Healing Lodges for Aboriginal men in Saskatchewan;
- Maple Creek Healing Lodge for Aboriginal women from across Canada.

Most of the initiatives demonstrated reduced recidivism or provide significant research and policy information. To be successfully adopted in existing systems the criteria for success are that programs are: based on research evidence; engaged in continuous improvement; culturally well matched; and able to build relationships. In addition they have: a champion in the system; a strong theoretical base; clarity around principles; staff that are trained according to the needs of the program; continuous funding arrangements; and appropriate organisational structures to support them.

I have commenced the process of presenting issues and directions arising from this study to forums within the justice sector in Australia. There are significant policy and research directions proposed that will inform further policy development.
PREFACE

As a result of this Churchill Fellowship I've learnt that you can’t achieve what’s right, you can only be engaged in the process of doing what’s right and being conscious that the consequences will define the next actions.

The right thing to do will be challenged and undermined by the lack of knowledge and information. There is so much to have, having consumes us, limiting our doing capacity and simplifying being to being right. In the criminal justice field, there is a sanctioned use of power over others to support being right.

These semantic differences have greater importance across cultures. Having is quick, it can occur in minutes or sometimes weeks, is easily counted and can be self serving; doing takes time and skills, it’s often interactive and can be useful for many; however, being is relational, it involves everyone and isn’t counted.

A man may have an alcohol problem, he may be given a program to do, but what he needs is to be sober and healthy. Our justice response may focus on what problem he has, on doing programs, and not facilitate being a healthy, sober man. To do so takes - time, communities and innovative processes, and succeeds.

Being open to being different is important in a system that is about people, communities and cultures. Knowledge and skills are needed to work interactively with different communities and new processes may need to be developed. The risks of being open to being different can be managed if values and goals are shared.
1 PURPOSE

Thank you to all people who gave their time to show the strengths and weaknesses of the systems within which they are working. A particular thank you to the Churchill Fellowship Memorial Trust and the Executive of the Department of Justice of Western Australia for their sponsorship that made this investigation possible.

The full account of visits and information gained on this Fellowship is more extensive than this report and provides the basis for the reported observations and potential actions. The research provided to me by those I visited and preliminary research undertaken before commencing travel is referenced throughout the paper.

The information is provided with a view to it being used by the Department of Justice or other relevant agencies. It is organised around the common elements of success across all the different initiatives, rather than explicitly focussing on the individual initiatives, hence many elements of individual programs are not included. Further papers will provide more specific descriptions of issues and successes for the sub populations of Aboriginal offenders, juveniles and offenders with dangerous and severe personality disorder.

The study pursued several aims:

- Investigate successful initiatives that can tackle recidivism, (ie repeated offending that results in return to community corrections sanctions or prisons);
- Investigate how initiatives were supported and established in systems so that they proceed beyond pilots and what conditions favour success;
- Identify conceptual models that underpin programs;
- Review how recidivism is used as a measure to support successful initiatives.

Recidivism is a measure of failure, but the research supporting the initiatives discussed in this report, shows that it is also a powerful tool for analysis and system improvement. What room there is for improvement, is an open book that is partly written by existing differences in key jurisdictional indicators.

- Adult rates of imprisonment. In Western Australia 220 persons per 100,000 are imprisoned, in Canada it is 129, in Norway it is 59, in France it is 99 and in the USA an average of 700 people per 100,000 are in prison.

- Over – representation of Aboriginal people. Western Australian Aboriginal people are imprisoned at a rate of 3000 per 100,000 in Canada the rate is considered unacceptable at 735 per 100,000.

- Service principles. In Norway child protection has priority, including over privacy and media. In France the commitment to equality includes prisoners’ work. In Canada the community is included in management structures for prisons.

- Research and development is strongly linked to innovative practices in some jurisdictions, eg Canadian Aboriginal programs, Multi Systemic Therapy (MST) and Offender Management initiatives in the UK.
2 CONTEXT FOR AN EMERGING SCIENCE

If the 80/20 rule were applied to corrections you would argue that the system was well designed if 80% of people don't return to corrections. Fine-tuning and quality improvement would reduce the 20% error - the 20% return rate. But our rate of return to corrections, is 40% to 50%, with repeat offenders' recidivism rates over 70%. If the 80/20 rule did apply, the system designers would be returning to the drawing board.

There are interventions within justice that meet the 80/20 rule, with rates of return under or close to 20%. The recidivism rate of the Okinaw Ohci Healing Lodge at Maple Creek, Saskatchewan is 8%. Significant theory and development of sex offender programs have given recidivism rates less than 20%. (In some programs it is much lower, which is desirable because of the harm to victims.) Other programs (such as Multi-systemic Therapy) point to the existence of a range of successful initiatives that use different concepts and systematic research to achieve significantly better results. These are available for investigation of the elements that lead to success.

Australian criminal justice is an evolving practice. The history of punishment and military style management of prisoners has been moderated by humanitarian approaches, rehabilitative initiatives and organisational management strategies. The basic structures have been subject to incremental change leading to slight changes to outcomes.

It is suggested that corrections:
- Developments evolve from history and practice, not from science or evidence;
- Crime is seen as the central problem, not the causes of individual behaviour;
- The individual is separated from community and required to change; and
- The history and practice of corrections is specifically Anglo or Euro centric.

In contrast, in the successful programs (referred to in this study) individual behaviour is the focus, rather than crime. Personal, cultural and social backgrounds of offenders are the key issue and connections are made between the individual and the community. By analysing the successful practices, it is possible to identify elements in common, potentially revealing an emerging science that has wide cultural and knowledge bases.

This emerging science around managing criminal behaviour is an ecological science. Offenders are defined as interactive and dynamic elements in their environment, organisms that respond to their social environments. It is based in psychology, sociology, criminology, health and community development and may also draw on local culture and history.

The successful initiatives focus not only on the offenders' issues but also the offenders' environments. In programs such as MST, the Aboriginal community initiatives, work programs and the interagency partnerships in England and Wales, justice systems interact with environments of offenders and use those environments in their responses.

These are innovative practices, produced from research and enhanced by ongoing research, a process described by Bereiter as design research:

"Research that produces innovations and sustains their development has come to be called design research. It is any kind of research that
produces findings that are fed back into further cycles of innovative design. Design research is not defined by methodologies but by the goals of the people who pursue it. Design research is constituted within communities of practice that have certain characteristics, innovativeness, responsiveness to evidence, connectivity to basic science, dedication to continual improvement.

"There is always innovation, the trick is sustained innovation"

Take automobile invention, cars now show the benefit of more than 80 years research and development continuously feeding into the production cycle. This design and development was initially supported by people of passion and with a view to the potential of mechanised transport systems – but without realising the enormity of changes it would be bring. There was a process of continuous attack on one problem after another.

This report advocates the need for design research to underpin approaches to managing offenders. The examples of improved outcomes for individuals, systems and communities in the following sections offer a new basis for developing further initiatives.

3 COMMON CHALLENGES – UNIQUE RESPONSES

Each of the innovative practices outlined below operate in systems that are struggling with similar issues to those challenging corrections in WA. It is universally a difficult sector in which to work, and, specific progress in any jurisdiction occurs in spite of the difficulties inherent in the sector, not because the difficulties are any less. For example:

- In France there are grave concerns about reduced employment for prisoners as a result of major companies moving to east Europe and Asia to employ cheaper labour. In addition, the prison population is growing and ageing due to the high proportion of sex offenders in the system (almost 50%), who are often sentenced at an older age and have long sentences. The average age in Bapaume Prison is 45 with many prisoners in the system over 60.

- In England public and media outcry about community protection resulted in changed legislation and interagency practices to manage prolific and priority offenders in the community. In addition the large population of dangerous and severe personality disordered prisoners (estimated to be 2000 - 2500) required a rework of how prisons and mental health systems could work together.

- In Missouri, in spite of wide success, the MST programs are constantly seeking grant funding, as a result of broad funding cuts in social service areas that were part of the range of shifts in priorities. In the adult sector one of the two new prisons that have been built may not be opened, in spite of the demand for prison beds, because of the costs of staffing.

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• In Canada the struggle to constantly reduce the Aboriginal imprisonment rate is being challenged by the increasing gang activity that is infiltrating the prisons and attracting the young Aboriginal prisoner population.

While different, there are commonalities between the initiatives that reveal criteria for successful implementation. The initiatives are outlined below for ease of reference.

3.1 Thames Valley Prolific and Other Priority Offenders Program; and National Offender Management Scheme, Home Office

The National Identified Prolific and Priority Offender (IPPO) Scheme commenced in England and Wales in September 04. Justice services join with other agencies to monitor, manage and support offenders through the justice system and on release in the community. It aims to raise public confidence by linking Crime and Disorder Reduction Partnership community safety audit findings directly with police intelligence, to identify offenders having the most adverse effects in communities and to target those offenders.

Thames Valley Prolific and Priority Offender Program is situated in Aylesbury approximately 1 hour north of London. Bob Kennedy coordinates 30 Crime and Disorder Reduction Partnerships (CDRPs) in the Thames Valley, Hampshire & Isle of Wight (IOW). The total number of offenders monitored and assisted through this group is 550. The Local Criminal Justice Board provides management framework for the program.

3.2 National Offender Management Service Research and Research in relation to Young Offenders and Mental Health Services

The Home Office has an extensive research base underpinning its most recent initiatives and evaluation programs that support their implementation. Recidivism is one of the measures that is being used as an improvement target for prisons, juvenile detention and community corrections. The current reconviction rates (custody and community justice combined) are for adults – 58% and for juveniles – 36%. Major research streams are systematic reviews, cohort analyses and random control trials. Research in the overlapping areas of justice and mental health for young offenders is a recent development. A major review of the services that are required by and provided to young offenders with mental health problems has been completed for the Health Department.

3.3 Dangerous and Severe Personality Disorder Program; Research at Cambridge Institute of Criminology

New treatment interventions for offenders considered to have a dangerous and severe personality disorder (DSPD) have been developed and implemented by a combined service between HM Prisons, Department of Health and National Offender Management Services. A DSPD Unit oversees the program in secure mental health hospitals, prisons, medium secure hospitals and in the community.

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2 Recidivism is analysed using measures of reconviction of adult offenders within 2 years, and reconviction of juveniles within 1 year. With juveniles the reconviction definition covers any outcome of the criminal justice system including referrals to Youth Offending Teams.
The new treatment approaches to manage and reduce the risk of re-offending is being closely supported by investigative research and evaluation. The management of serious sexual and violent offenders in the community is supported by a joint police and probation risk assessment under the Multi Agency Public Protection Arrangements (MAPPA).

3.4 Youth Justice Board – Effective Juvenile Programs

The Youth Justice Board was established as a result of the Crime and Disorder Act 1998. It has six major strategy areas that aim to prevent offending by children and young people that include provision of advice to the Home Secretary, standards and performance, placement of young people in custody, identifying good practice for managing young people, grants and research. The major program areas include Youth Intensive Supervisions Teams and Youth Intervention Programs. These are family focussed and aim to reduce offending through engaging parents and other agency resources.

The Withywood Youthwork Project was an effective community based youthwork pilot in a low socio-economic area in Wales. Almost 40 years later the participants held a reunion to discuss how important this project was and why it was so successful.

3.5 Bapaume Prisons: Work Programmes and Recidivism Research

The French Prison system has undergone significant changes in the last 10 years with introduction of Mixed Management Mode prisons (shared arrangements with the private sector), rapid expansion and changes to the prisoner profiles. Of the 188 prisons 27 are mixed management mode, one of which is Bapaume Prison. Constructed on 20 acres an hour and a half north of Paris, it is a high security prison for 500 male and 100 female, including terrorist prisoners. It has a comprehensive employment program enabling prisoners to be employed by the private sector whilst in prison.

An extensive review of the criminal careers of prisoners released in 1973 who had received sentences of 3 years or more, and of prisoners released in 1982, was undertaken by the French Prison Research section The studies provide a comparative long term view of recidivism and demonstrate a relationship between type of crime and recidivism.

3.6 Juvenile Programs and Multi Systemic Therapy, Norway and Oslo; Research on Outcomes

Significant leadership and advocacy led to the establishment of 25 Multi Systemic Therapy (MST) Teams across Norway, as part of a nationwide approach to improving services for young people. MST works with young offenders, their families, peers and schools using a range of psychologically based intervention strategies to prevent further offending. Training, coordination and an existing strong ethos around supporting young people to stay in their home environment have contributed to the successful implementation in Norway. Further development is supported by research and evaluation.
A separate program was established in the City of Oslo (550,000 people in the region) under the local County Welfare Board. The Ministry of Children and Family Affairs works with Police, County Welfare Boards, and the Department of Justice to use mediation and a range of cooperative programs to prevent young people being detained in custody.

3.7 William Hay Juvenile Detention Centre; Sherwood Open Institution For Juveniles; Youth Services in Ottawa Province

The William Hay Juvenile detention Centre is located on the outskirts of Ottawa and provides secure custody for young male and female offenders. Ontario Province is reducing its reliance on detention in favour of community managed options. In the last year 300 juvenile beds and the number of juveniles in open and closed detention is now less than 200 with further reductions anticipated. The William Hay Centre and Sherwood Open Institution for Juveniles work with the network of agencies in the Youth Services Bureau of Ontario. The YSB provides a range of services including women’s shelters, accommodation, youth work, mentoring, pre-employment programs, and juvenile custody options.

3.8 Development of MST at Columbia University, Missouri, Juvenile sex offenders and systemic issues

MST is a well established family and community based treatment for hi risk and violent young offenders that has demonstrated significant short, medium and long term capacity to reduce recidivism. It is successful across cultures and different juvenile systems as a result of the methodology of working with the social systems within which the individual offenders live. The MST programme developed under Professor Bourduin and Scott Henggeler is being further developed through the University of Missouri to address sexual offending by juveniles and a trial of MST is in place for 160 juvenile sex offenders in Chicago. The Boone County Court had a significant role in helping establish the long term evidence of effectiveness through continuously using the MST program for young offenders.

3.9 Community Alternatives - MST Program In St Louis, Missouri

Community Alternatives is a non government organisation that started in 1995 out of work done by Gary Morse with homeless people, substance abusers and mentally ill adults. In 1998 the city of St Louis Mental Health Board was seeking a different way of working with juvenile offenders with mental health problems and contracted the Community Alternatives organisation to deliver the MST program. The target population consisted of the juveniles referred to courts with serious mental health problems (50-60% of juveniles in court have some menial health problems and 20% of these have serious mental health problems). Successful outcomes (both for mental health and recidivism) have been demonstrated through a randomised study of the juvenile participants.

3.10 Recidivism research and Aboriginal programs in Canada

Correctional Services of Canada (CSC) is committed to providing an evidence base for programs to reduce recidivism and improve outcomes for Aboriginal offenders. Research is disseminated by production of the Forum on Corrections Research. Recent research has profiled childhood experiences of Aboriginal offenders, sexual
offending and treatment/healing for sexual offending behaviour among Aboriginal men. The Hollow Water community has developed a community based sex offender healing program.

Agencies involved in community development established the Aboriginal Community Corrections Initiative to increase knowledge and capacity in communities to implement healing approaches with offenders, support development of urban strategies and evaluate approaches to community wellness. CSC’s Effective Corrections Program provided significant community infrastructure funding and support for Aboriginal Corrections initiatives. This included the Pathways Program that links Healing Lodges and Healing Ranges, areas within prisons that are occupied by Aboriginal prisoners who agree to live within the requirements and learning of the cultural program established by elders.

3.11 Willow Cree Healing Lodge for Aboriginal men in Saskatchewan

Willow Cree Healing Lodge is located 1 hour out of Saskatoon the capital of Saskatchewan. It is on the Willow Cree Reserve in Duck Lake which has a population of about 1200, or half the Band population. The Healing Lodge has been operational for just over a year attaining full capacity, 60 inmates, in April 2005. Almost all of the staff are Aboriginal of which half are people who live on the reserve.

The design of the buildings was a joint effort between Canadian Correctional Services and the elders on the reserve with symbolic, spiritual and ceremonial considerations being addressed in the design. There are areas designated for sweat lodges, ceremonial functions and skills development relevant to cultural activity. The cultural program is integrated with other criminogenic programs and the inmates are involved in significant community activities.

3.12 Maple Creek Healing Lodge for Aboriginal women.

Okimaw Ohci Healing Lodge was established in 1995 as part of the provision of regional custodial services for women in federal prisons. It is located 45 minutes from Maple Creek in southern Saskatchewan on a Cree Nekaneet Reserve. The site was chosen by the elders for its spiritual healing properties and is on a rare piece of high ground in the southern prairie lands. It accommodates 28 women in a village style institution that is designed to encourage responsibility, care for self and others and respect.

Elders from the Cree Nekaneet community are involved in the management, philosophy and delivery of interventions at Okimaw Ohci Healing Lodge and a strong cultural program has been developed. It is the only Healing Lodge for women in the federal prison system and provides services for predominately First Nations and Metis (aboriginal) women although non Aboriginal women can also choose to go there.
4 RECIDIVISM – MORE THAN A FAILURE MEASURE

Recidivism is a simple idea that has more ways of being measured and uses than the humble potato. As a result it is enormously difficult to make direct comparisons between jurisdictions on what is almost the only issue that the public really cares about. Will these people re-offend? In Australia alone there are several definitions of this statistic, most generally described as return to corrections within 2 years, it can mean either or both return to prison or return community corrections.

This means several different answers can be given to the question “what is the rate of recidivism”? The public generally assumes it refers to committing a crime, but how soon after release from the justice system is an important question. For example in reference to the 80/20 rule above, a success rate of 80% could be more easily achieved by shortening the timeframe to less than 3 months. However a long-term study of recidivism by MST participants gave a rate of 26% over 4 years. This is an outstanding result but only if you know it is over 4 years.

Explaining the different rates of recidivism can cause confusion and different jurisdictions have different approaches. In England considerable emphasis is placed on educating the public on the meaning of the recidivism measures used, in order to reduce unrealistic expectations and misleading discussion in the media. In France recidivism is not used for public reporting because it does not measure what the public believes it does. In Norway the measure for juveniles is based on whether the young person remains in the family home (ie success rather than failure). The Canadian recidivism figure refers to federal offenders returning to federal prisons (excluding provincial imprisonment).

It is a measure with many uses, it can provide information for: cost projections, benefits of different approaches and analysis of different levels of effectiveness - from individuals to classes of offenders, from specific programs to whole systems. It causes difficulties when it is generalised, but is a powerful tool for system improvement.

4.1 Analysis of rates of return to prison by French prisoners

In France long term studies of recidivism used two cohorts – persons leaving custody after 3 years or more in 1973 and in 1982. The studies detail seriousness and type of subsequent offences, time between offending and relationship between types of offending. The average rate of return to prison over 4 years for the 1982 cohort study was 34.3% (39% over 4 years for the 1973 cohort). However, 49.7% had some form of conviction over 4 years. (This apparently low rate of return is impacted by the high proportion of very serious offenders in the study).

The most significant factor that discriminated between the different rates of recidivism was crime type, the second most significant was previous offence history.

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3 Community corrections is the supervision of offenders in the community on an order given by the Court or on parole after release from prison.
4 See P4 above
Long Term Follow-Up to a Randomised Clinical Trial of Multisystemic Therapy with Serious and Violent Juvenile Offenders, Cindy M Schaeffer, Charles M Bourduin In press Journal of Consulting and Clinical Psychology 2005
Liberation Sans Retour by Annie Kensey, Pierre Tournier, Ministere de la Justice, Travaux et Documents du SCERI Octobre 1994
The highest rate of re-offending was for burglary - for those who were already repeat offenders the rate was 83%. In contrast 86% of those with 3 years plus for drug trafficking had no new offence after 4 years. This huge difference suggests prison is not an effective response to burglary and that investigation of the effect of imprisonment by crime type is warranted.

4.2 Recidivism: a target for improved performance – England and Wales

National Offender Management Services is using recidivism as a target and as a measure of success of new program interventions. The Research and Development Unit is managing a process to determine the success of program interventions and achievement of the target to reduce recidivism by comparing the expected recidivism rate (using modelling informed by the risk factors of offenders) with the actual recidivism rate. The expected rate of return is based on offenders’ profiles. The target that has been agreed is a 5% reduction against the expected recidivism rate, ie 5% of the current rate.

In England recidivism is the rate of reconviction of adult offenders within 2 years, and reconviction of juveniles within 1 year. With juveniles the reconviction definition covers any outcome of the criminal justice system including referrals to Youth Offending Teams. Current reconviction rates (custody and community justice combined) are: Adults – 58%; and Juveniles – 36%.

Groups of offenders managed under the Identified Prolific and Priority Offender Program will, through aggregation of their risk factors, have an anticipated rate of recidivism. The risk of re-offending by individuals informs the management of individual offenders, while the overall program will demonstrate its success by meeting the targeted reduction in recidivism of the group.

Lancaster University has been contracted to examine severity figures (in relation to offences) to provide further analysis of the effect of the program. Sentencing information will be used to establish a ranking of seriousness of offences, while the frequency of offences in the time period will be matched to offenders creating a measure of severity. The use of severity measures will provide more discriminating information to corrections and enable more sensitive adjustment to programs and system design.

4.3 Indicators of success for the MST program

The MST program research provides very comprehensive analyses of the impact of the intervention with follow up data over 15 years. Recidivism is recorded according to frequency of further offending, severity and timeframe for re-offending. The table below shows the effects of participating in MST in comparison to being referred to individual therapy programs. The study was conducted for 176 adolescent offenders, age 12-17 years, and their families, who had been referred to the Missouri Delinquency project (MST) from July 1983 through October 1986. (Nb includes 4yr recidivism rate)

7 Long Term Follow-Up to a Randomised Clinical Trial of Multisystemic Therapy with Serious and Violent Juvenile Offenders, Cindy M Schaeffer, Charles M Bourduin In press Journal of Consulting and Clinical Psychology 2005
Long term follow up – average 13.7yrs

<table>
<thead>
<tr>
<th></th>
<th>MST (4yrs)</th>
<th>IT$^8$ (4 yrs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall recidivism (includes dropouts)</td>
<td>50% (26%)</td>
<td>81% (71%)</td>
</tr>
<tr>
<td>Recidivism of completers of programs</td>
<td>45%</td>
<td>79%</td>
</tr>
<tr>
<td>Any violent offence</td>
<td>14%</td>
<td>30%</td>
</tr>
<tr>
<td>Any non violent offence</td>
<td>36%</td>
<td>60%</td>
</tr>
<tr>
<td>Any drug offence</td>
<td>13%</td>
<td>33%</td>
</tr>
<tr>
<td>Number of offences (mean)</td>
<td>1.8</td>
<td>3.9</td>
</tr>
<tr>
<td>Number of violent offences (mean)</td>
<td>0.2</td>
<td>0.5</td>
</tr>
<tr>
<td>Number of non violent offences (mean)</td>
<td>0.9</td>
<td>2.0</td>
</tr>
<tr>
<td>Number of drug related offences (mean)</td>
<td>0.2</td>
<td>0.5</td>
</tr>
<tr>
<td>Days sentenced to prison (mean)</td>
<td>82</td>
<td>1356.5</td>
</tr>
<tr>
<td>Days sentenced to adult probation (mean)</td>
<td>420</td>
<td>738.7</td>
</tr>
</tbody>
</table>

These figures show the effectiveness of MST for at least 4 years, the rate of 26% recidivism is of all persons referred regardless of whether they stayed in the program. The group of young people had all committed multiple serious violence offences and most had had custodial sentences. It would be expected that recidivism for this group would generally be close to 80% in less than 4 years.

The data suggests that some form of follow up is required at or before the 4 year mark as the rate of recidivism increases to 50% over the very long term. This data demonstrates the capacity of recidivism measurement to establish different levels of effectiveness of programs, for example:

- cost effectiveness – for example fewer days in prison and significantly fewer offences committed by those who had been in the MST program; and
- public safety – for example significantly lower incidence of violent offences

4.4 Recidivism measures to inform further development

If there is an emerging science of ecological interventions, it will need to be supported by measures of improvement and the capacity for analysis of where the processes don’t work. A wide range of variables may need to be included such as the offender profile, the type of crime, the likelihood of repeating a crime, the changes to the likelihood of repeating a crime that is caused by an intervention, delays in committing a crime and changes in the severity of crimes committed. This would require a long term approach to researching criminal justice interventions.

The critical issue is that the real value of measuring recidivism is increased when the measure is based on individual outcomes and analysed according to particular variables. If all individual outcomes are aggregated irrespective of different variables and used as a broad system measure of performance, the measure becomes a measure of system failure and nothing else. For example it is reported that recidivism in the USA is as high as 94%$^9$, which is a stunning but not useful piece of information.

$^8$ Individual Therapy, psychologically based counselling
$^9$ Australian Institute of Criminology 2005
Robert Perry, at Robert L Perry, Juvenile Justice Centre, Columbia – worked with Professor Chuck Bourduin to establish MST as a viable alternative for juveniles in Columbia

University of Missouri, Columbia Professor Chuck Bourduin established MST Research Program
5 RISK MANAGEMENT AND ANALYSIS

Understanding and managing risk is everyday business in corrections. This section aims to apply risk analysis to the system broadly and question how it can assist in changing the outcomes of corrections. Three aspects of how risk impacts on this sector are considered. In some cases there is the issue of the role of corrections, for example, the community understanding of the risk to public safety that is posed by some types of offenders is more often managed by the media than the by corrections industry. Or, it may be valuable to consider risk from other perspectives, for example, how non-criminals understand what the risks of committing a crime may be quite different to the risks perceived by the criminal prior to the offence. Attempting to understand risk in corrections highlights the complexities in this sector.

5.1 Risk Management

Public concern in England that community protection was not being given a high enough profile by the justice sector triggered strategies and legislative changes that are designed to reduce recidivism by serious and repeat offenders (prolific and priority offenders). The level of management individual offenders receive in the community is determined by the assessed risk of re-offending that is posed by individual targeted offenders. According to the risk, the offender is managed by a range of players including other agencies.

Home Office modelling of 100,000 offenders supports this targeting approach:

- 50% of crime is committed by 10% of offenders (a 5:1 ratio);
- 94% are male and 80% have a class A drug habit – many burglaries are committed to support a drug habit;
- 20% of the group each year desist from offending;
- 0.5% of offenders commit 9% of the crime (on 18:1 ratio), (around 5000 individuals or 15 per Crime and Disorder Reduction Partnership area); and
- Crime mapping shows that crime is not evenly spread and that the type of crime that is of most concern locally varies between the regions.

The high risk group is identified from the 0.5% of offenders who commit 9% of crime. Offenders are ranked locally according to the most common crimes in the area. This risk management benefits Government by reducing recidivism and the community by reducing the level of crime that is of most concern in the area. This approach is strongly supported by Modelling Crime and offending: Recent developments in England and Wales, which concluded that:

- overall prison time does not impact on likelihood of re-offending but that the probability of capture and conviction has a direct impact;
- reducing recidivism has a greater impact on crime reduction (10% recidivism reduction equates to a 14.6% crime reduction); and

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• doubling the efficiency of conviction (probability that a given crime will lead to a conviction) halves the total crime committed by known offenders.

In summary England has adopted a risk management strategy based on the premise, and supported by research, that making small changes to the recidivism of the high recidivism group will have disproportionately high effects in reducing crime.

5.2 Risk aversion

This discussion of how risk aversion can reduce the ability of all parties to achieve an outcome that is less than desirable by each of them is based on the Nash Equilibrium Principle\textsuperscript{12}. This principle describes how adversarial positions and failure to compromise result in stable but less than optimal outcomes, ie both parties get the least desirable outcome by refusing to take less than their preferred outcome. For example less than optimal offender management can result from the tension between:

- evidence showing programs conducted in the community are more effective than those conducted in prison; and

- the pressure from the community to be protected from offenders.

The community wants maximum protection (offenders in custody) but gets less than it wants (prisoners re-offend on release) because it is unwilling to accept less than its preferred outcome. The mid point position is maximum community involvement with rehabilitation of offenders. This would minimise the most undesirable outcome for the community (crime by released prisoners) and maximise the system opportunity to get the best outcomes possible (least recidivism).

Similarly the Government may get less (high recidivism) than its preferred outcome (low recidivism – using existing structures and resources) because it is unwilling to accept less than its preferred outcome (maintain existing resource structures). The mid point in this case is potential increased expenditure on research and development of areas where there is demonstrated potential to reduce recidivism. This would minimise the most undesirable outcome for Government (high recidivism and growth in high cost options such as prisons) and maximise the community benefit of reducing crime attributed to recidivism. Optimal positioning in this area is partly prevented by public/media distaste for funding services to that section of the population it feels is least deserving.

5.3 Risk analysis – from an hypothetical offender perspective

Considering risk from a recidivist burglar viewpoint suggests that the likelihood of conviction is a risk burglars accept. This assumption is derived from data showing that burglary is associated with the highest levels of recidivism. Hypothetically this may be because the disincentive of being caught is less than the rewards of:

- generating income
- challenge and excitement
- use of particular skills
- engaging with the world
- belonging to a cultural group, albeit a sub culture
- potentially support a drug habit.

Except for the last item (potentially) this list describes the benefits of work. This hypothetical scenario suggests that the risks that “career burglars” are avoiding may be unemployment or poverty.

WA’s analysis of offending parallels the overseas recidivism research\textsuperscript{13} showing that type of crime is one of the most consistent correlates with re-offending and that burglary has the highest recidivism rate. Harsher sentencing for this group will do little more than increase imprisonment. However, more informed risk analysis based on the offender perceptions of risks, could identify more targeted responses, for example, aiming to construct a replacement lifestyle for the burglar. This is partly in place with training and employment opportunities, drug management, and programs such as cognitive skills that focus on reasoning and understanding consequences. However analysis of risk from the offender perspective may offer insights into understanding how and where services are best provided and what the causes are of variations in recidivism.

\textsuperscript{13} \textit{Liberation Sans Retour} by Annie Kensey, Pierre Tournier, Ministere de la Justice, Travaux et Documents du SCERI Octobre 1994
6 SUCCESSFUL PROGRAMS – INDIVIDUAL OUTCOMES

A wide range of programs were visited as part of the Churchill Fellowship and it was possible to identify common elements associated with program successes. The level of success of a program in this section is equated with success for individual participants. The program is however only successful if it can be widely adopted in the system and the community is supportive. The system and community success elements are addressed in sections 7 and 8.

In summary the common elements of successful programs are:

- A sound theoretical base that is supported by research evidence of success;
- A strong fit with the profile and needs of the offenders;
- Flexibility to meet local circumstances – ability to innovate;
- A system of continuous improvement, performance monitoring and review;
- Staff are available, supported and trained according to the program requirements;
- Quality controls in place on how the program or service is delivered;
- Supported from within the system so that funding is ongoing; and
- There are leaders and champions of the strategy, especially if it is new.

Each of the three areas discussed below are remarkable for their significant, strong and different theoretical bases, but it is too early for some to have recidivism outcomes.

6.1 The National Identified Prolific and Priority Offender (IPPO) Scheme

Although it is in its earliest stages, launched at the end of March 2004 and implemented by September 04, IPPO offers particular insights into managing higher risk offenders and on establishing innovative inter agency processes. The programme builds on the Multi Agency Public Protection Arrangements (MAPPA) established 2 years earlier which required cooperation between police and probation in particular. The panels and agreements apply to three categories of offenders:

- Registered sex offenders (under Sex Offenders Act 1987);
- Violent offenders and those sex offenders not required to register; and
- All other offenders who because of the offences committed by them are considered to pose a serious risk to the community

The IPPO and MAPPA are supported by the establishment of interagency partnerships under the Crime and Disorder Act (1999). There are 376 Crime and Disorder Reduction Partnerships (CDRPs) across England and Wales and each has a Local Priority Offender (LPO) Scheme. Local Criminal Justice Boards (LCJB) provide a framework for the partnership groups to identify a small number of individuals who pose the greatest threat to the safety and confidence of their local communities. The scheme has 3 strands:

- Prevent and deter;
- Catch and convict;
- Rehabilitate and resettle

Prolific offenders are identified and given a priority ranking, 15 – 20 in each area. The offence histories include burglaries, all types of theft, violence, driving and summary
offences. The peak age of offending is 19-24 although 10% are over 40. Once identified the offender is notified that he or she is on the LPO list and - that he or she will be tracked through the criminal justice system. The tracking through the system will ensure that processes such as court hearings are expedited, that programs and supports are put in place while the person is in prison and resettlement services such as housing are appropriate, and finally, that the person will be closely monitored by the police after release.

Two important elements that contributed to the successful implementation of this scheme in Thames Valley were: the creation of a standardised process for allocating priority to the top 10-15 offenders in each district; and, a tracking and information system that enables close monitoring of LPO’s. The method of identifying the top 10-15 is flexible and allows larger towns have more than 15 and small towns fewer than 10.

The steps in the process are:

- The Police OGRS (Risk Assessment System) is used to prioritise a group of offenders;
- In consultation with the LCJB priority crimes are identified, a standardised schedule allocates more points to crimes that are prevalent or problematic;
- Identified offenders are ranked according to their risk and priority crimes;
- The recommended ranking of 10-20 is endorsed by the local CDRP and LCJB.

The new tracking system draws on multiple information systems: the National Intelligence Model (NIMS); OGRS (Risk Assessment System); JTRAC (police monitoring system); NOMIS (National Offender Management Information System); and OASyS (offender assessment system) to create an information source for each offender. This relies on manually creating a new file for each offender, the range of information is inserted and as a result each agency has identical and comprehensive information on the offenders’ location, expected movements, programs and release issues.

Offenders that are in prison are on a passive list, they are monitored and prisons are held accountable for their progress through programs and pre release services. The offender is moved to the active list on release to parole or freedom. The balance of the active list consists of offenders who have been given a community sentence, usually under one of the ‘tough in the community’ sanctions.

Each month local crime trends are mapped and assessed against PPO profiles and progress by the CDRP sub group - police, probation, community safety officer, YOTs and prison representatives. New offending by a person on the list is expeditied by the justice agencies sitting on the LCJB who have agreed to prioritise PPOs through the criminal justice processes. The “prevent and deter” stream is particularly for juveniles who are diverted to programs under the Youth Justice Board.

### 6.2 Multisystemic Therapy in Norway and Missouri

MST (Multisystemic Therapy) is a well established family and community based treatment for high risk and violent young offenders that has demonstrated significant short, medium and long term capacity to reduce recidivism. It is the only process that has substantial evidence of success across cultures, nationalities and different juvenile
systems for reducing recidivism among the serious repeat offending juvenile population.

It has been implemented by juvenile justice agencies in Europe, North America, New Zealand and very recently in Western Australia.

In the USA recidivism rates for young males have been reported to be as high as 94%. In the UK as many as 88% of young 14-16 year old males re-offend with 12 months of being released from custody.\(^{14}\) The data on page 13 shows the effectiveness of outcomes from MST program in comparison to individual therapy after 4 years, 26% recidivism for MST participants compared to 81% for the individual therapy group.

MST is a team based, psychological and sociological intensive intervention with all of the social and familial systems impacting on the young person's behaviour, hence the term multi-systemic. The interventions occur in the home or community locations. The therapists are supervised by a senior clinician and guided in a quality assurance mode to ensure maximum fit with the needs of the young person, the culture of the family and neighbourhood, and, the exhibited behaviours and criminogenic factors. Treatment is for 3-5 months and progress is tightly monitored externally by consultants that provide support and training.

A meta-analysis of the MST programs (covering 708 participants and 35 therapists) compared MST outcomes with usual services in four studies: a) juvenile justice agencies, b) community mental health centre, c) an outpatient substance abuse treatment program, and d) an inpatient psychiatric hospital.\(^{15}\) Overall the average MST participant achieved better outcomes than 70% of control group participants, including individual and family behaviours, family and peer interactions, school attendance, arrests, days incarcerated and drug use.

The MST program has been nationally implemented in Norway. It is managed under licence from MST services by a National Implementation Team, for the Department of Children and Families. Both the justice system and the child welfare system provide responses to criminal behaviour by young people with the determinations being made by County Welfare Boards on whether young people are presented to a criminal court or directed to a welfare service. MST programs are options for both systems, although in principle as many young people as possible are directed into the child welfare system.

Fifteen to eighteen year olds who are arrested, charged and convicted in court may be given suspended sentences, sentenced to a mediation board, given community work, or occasionally imprisoned. Juvenile detention is rare and although Norway has a population of 4 million and at any one time only about 4 young people are in custody.

An evaluation of outcomes from 2004 data on 695 active cases, of which 333 were finalised within 2004, showed that only 4% were placed in institutional care. The results on key criteria are as follows:


<table>
<thead>
<tr>
<th>Criteria</th>
<th>Intake status</th>
<th>Final status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lived at home</td>
<td>93%</td>
<td>98%</td>
</tr>
<tr>
<td>At school or work</td>
<td>27%</td>
<td>88%</td>
</tr>
<tr>
<td>Out of conflict with law¹⁶</td>
<td>60%</td>
<td>97%</td>
</tr>
<tr>
<td>Not using drugs</td>
<td>56%</td>
<td>90%</td>
</tr>
<tr>
<td>Not using violence</td>
<td>38%</td>
<td>93%</td>
</tr>
</tbody>
</table>

An evaluation of 1666 cases finalised between 2001 and 2003, 18 months after completing treatment revealed high levels of ongoing positive outcomes¹⁷. 79% were at school or in work, 91% were out of conflict with the law, 85% were not using drugs and 89% were not using violence.

There are many strengths to the MST approach that underpin its success:

- The social systems approach accounts for variance in individual situations and applicability across cultural groups;
- It is based on establishing working relationships and changing interactions within the social systems of the individual and family;
- It has a strong theoretical and proven scientific basis; and
- It works through its key personnel and support for training and hiring staff.

### 6.3 Aboriginal program initiatives

Program initiatives, as generally used means individual programs that address specific criminogenic issues or group of issues. “Interventions” is used similarly. However successful Aboriginal programs in this review are more than this, having been developed by Aboriginal people in consultation with the mainstream system and delivered in a cultural environment. *Culturally designed intervention to reduce offending may be a more appropriate term than Aboriginal program initiatives.*

The Correctional Services of Canada has a range of programs and initiatives in place that aim to reduce Aboriginal over-representation in criminal justice. Canada has generally lower levels of Aboriginal over-representation than in WA¹⁸ and the introduction of Effective Corrections has led to a reduced level of re-incarceration of Aboriginal offenders from 14.8% to 12.3%¹⁹. The reductions have been in the Prairie Region which was the location for this research.

The Effective Corrections Community Stream and Aboriginal Program Stream cover a number of initiatives however this section of the report highlights activities and outcomes from the Healing Lodges, the Pathways Program, implementation of healing practices and the research on offender profiles.

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¹⁶ Note the generally low level of legal conflict is a result of redirection to welfare systems
¹⁷ Note not all 1666 cases were available to provide data, on average 220 cases for each criteria
¹⁸ Aboriginal offenders make up 18% of federal penitentiary inmates (28.5% of female inmates) while representing 2.8% of the population. In the Prairie region up to 60% of inmates are Aboriginal in some prisons, with figures approximating Western Australian data in Saskatchewan, for example in 1998 Aboriginal people were 11% of the population of Saskatchewan 61% of people in federal institutions, 74% of people in provincial prisons and 72% of young people in custody.
¹⁹ *Effective Corrections Progress Report, Correctional Services of Canada, October 19 2004*
6.3.1 Offender Research

Three key pieces of research on offender profiles are referred to in this section to underline the validity and importance of the healing approach adopted in Canada:

1 **Childhood Experiences of Aboriginal Offenders**

The study suggested that based on the offender profiles programs may need to focus more on the effects of childhood trauma and address issues associated with involvement in the child welfare system ... in a culturally sensitive manner with access to cultural practice. The review of attachment and family disruption of offenders found that:

- 63% of Aboriginal offenders had been adopted or placed in foster homes at some point in their childhood (36% for non Aboriginal (NA));
- 49% of Aboriginal offenders had been placed in foster care, (24% NA);
- 50% of Aboriginal offenders reported an unstable adolescence (32% NA);
- 50% of Aboriginal offenders said a parent was the primary person that cared for them (80% NA)

Negative effects of placement in a group home, foster care and adoption such as externalising problems, lower intellectual and academic functioning and internalising behaviours correlate with offending and imprisonment.

2 **Treatment /healing for sexual offending behaviour among Aboriginal men: Setting direction based on characteristics.**

Culturally specific and healing approaches provided within treatment programs for Aboriginal men resulted in higher completion rates (87% vs 58%), higher levels of maintaining contact with the clinic at the conclusion of treatment (59% vs 42%) and reduced sexual recidivism (8% vs 25%). It was noted that both Aboriginal and non Aboriginal offenders had experienced physical abuse (65%) sexual abuse (57%) emotional abuse (64%) and neglect (32%). However aboriginal men were significantly more likely to report having experienced neglect (51% compared to 19%), and sexual abuse (65% versus 52%).

3 **Aboriginal Sexual Offending in Canada: A Review of the Evidence**

This research establishes that the prevalence of sexual offences in Canada (based on victimisation surveys) may be as high as 600,000 offences each year, with significantly higher prevalence rates among Aboriginal populations. This ranges from 4 times the non Aboriginal victimisation rate in the Yukon to 10 times the national rate in Nunavut. At the time of the research there were 1,500 adult and young Aboriginal sexual offenders under supervision of various provincial, territorial and federal correctional authorities, representing 20%-25% of all sex offenders in the systems.

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20 *Childhood Experiences of Aboriginal Offenders*, Shelley Trcetan and John-Patrick Moore, Aboriginal Policy Research Volume II Correctional Services of Canada, 2003, Also reported in Forum On Corrections Research

21 *Treatment /healing for sexual offending behaviour among Aboriginal men; Setting direction based on characteristics* Lawrence A Efferby, Forensic Behavioural Management Clinic, Native Clan Organisation22 - Forum on Corrections Research, Sept 2002, vol 14 No 36b

6.3.2 Willow Cree Healing Lodge, Duck Lake

Willow Cree Healing Lodge has been operational for just over a year attaining full capacity in April 2005. It is on the Willow Cree Reserve one hours drive from Saskatoon, Saskatchewan. There are about 2300 Willow Cree Band members of which about 1200 live on the reserve. It accommodates 60 minimum security inmates who are known as Nicisan (brother) as part of the cultural orientation of the facility. The security staff are Aboriginal (1 non Aboriginal) half of whom are resident on the reserve.

The content of the prison's operations revolves around the elders. The elders were central to the program design and development, the cultural and spiritual activities, the physical design and the philosophy of the facility. This is much more than cultural inclusiveness which means the dominant cultural framework enables other culture's to be included within its boundaries but without being changed. It is perhaps more like cultural inversion, that is to suggest that the main cultural framework is provided by the Willow Cree and the cultural requirements of the non Aboriginal community are added to it.

The mandate of Willow Cree is to be an Aboriginal Healing Lodge and consequently every aspect of prison operation has been negotiated to achieve a healing lodge with appropriate elements of a standard men's low security facility. It is noted nonetheless, that the Nicisan are sentenced offenders and the policies and procedures of CSC are complied with. It is assumed that the philosophies would at time conflict.

The Cree beliefs form the philosophical framework of the interventions that are used to address criminal behaviour. The approach is healing, the main purpose of which is to assist recovery from mental, spiritual, emotional and physical ills and prevent relapses into criminal behaviour. Criminal behaviour is seen as indicative of problems in the Nicisan life. The Nicisan are taught the Cree theory of the inter-relatedness of the four elements of people (emotional, spiritual, physical, mental) and a conceptual framework (the tree of life) for understanding themselves and how to avoid further crime.

Cultural healing, titled Miyomahcithow, is the basis of the program structure. It is delivered with elder assistance and support and based in traditional values. Both elder counselling and psychological counselling is provided.

The key program interventions are:
- Basic healing;
- Warrior Program (Anger management);
- Substance abuse;
- Sex offender programs;
- Parent training;
- Orientation.

The Basic Healing, Substance Abuse and Sex Offender Programs are part of the federal development of culturally specific accredited programs. Willow Cree is one of the trial sites for this development and these three programs contribute to creating an accredited set of core Aboriginal programs for the Healing Lodges and prisons as appropriate. The Warrior Program is already accredited.

23 Four is a significant number - number of seasons, sacred plants, directions rounds of sweat lodges
Responsibility for oneself, the elders, family and community are inherent expectations of living at the Healing Lodge. The Nicisan are expected to undertake all the normal responsibilities for living in a community, the care of houses, purchasing food, cooking and cleaning. As part of the reintegration process and ensuring the maintenance of family relationships, the Nicisan are able to have 72 hour family visits where the family visitors and the Nicisan live together in a separate house for the weekend. The Nicisan are invited into the community to participate in ceremonies and are expected to undertake responsibilities in the community.

The Nicisan also have work to complete, education and training opportunities. One aspect of the work program is working with volunteers in the community on work projects.

The Healing Lodge provides for reintegration through the community and family links that are created and by involving the elders from the Nicisans’ communities in the release planning. This is to achieve a continuum of care into the communities through participation in cultural activities, sweats and similar.

One of the success indicators is the proportion of Nicisan released on an early release to parole. The elders facilitate the Parole Board hearings which is organised as a circle rather than a traditional formal setting.

The success of the Healing Lodge is only able to be determined through the low level incidents and high level of early release to parole without reoffending, as it is too early to develop any recidivism data.

6.3.3 Okimaw Ohci Healing Lodge, Maple Creek

Okimaw Ohci Healing Lodge was established in 1995 as part of the provision of regional custodial services for women in federal prisons. It is a village style institution with a central administration and programs area in one building. The Healing Lodge is close to the main building and together the buildings represent the shape of an eagle. The accommodation units are small houses standing separately down a short internal road, they provide accommodation for 28 women. The elders’ house is at the top of the road quite close to the administration building.

It is the only Healing Lodge for women in the federal prison system and provides services for women classified as low to medium security. Predominantly First Nations and Metis (aboriginal) women and occasionally non Aboriginal women choose to go there.

The Healing Lodge runs according to both the policies and practices of Correctional Services of Canada, and the philosophy of healing and the cultural beliefs and practices of the Cree Nekaneet. Cultural sustainability is a fundamental issue for the Healing Lodge and the elders identified that teaching the culture, the Nekaneet history and ceremonies is the most critical activity. The elders are central to the programs, healing and sweats, the ceremonies and involvement with the local community and counselling that is provided to the women.
Clare McNab warden of Okimaw Ohi had identified the most important elements for success as:

- cultural programs;
- gender appropriate programming; and
- quality staff of which a high proportion should be Aboriginal. 50% of staff at Okimaw Ohi are Aboriginal.

The dual cultural approach to management involves the standard hierarchical structure of responsibilities and accountability, and the roles are aligned with the status and responsibilities of women in the Cree Nekaneet culture. Hence the warden’s title is the equivalent of mother, the supervisory positions are aunts, the case workers are older sisters and residents are sisters. These titles establish mutual responsibilities as well as status and accountability.

There is a continuous presence of elders at the Healing Lodge. Four elders work one week a month each, and a fifth elder works weekends. The elders adopt the women as grand daughters, establishing the roles and expectation for behaviours that can support and guide the women in the future.

One of the specific healing programs delivered at Okimaw Ohi (and Willow Cree) is the horse therapy program. This introduces the spiritual role, beliefs and management practices for horses. The women (and Nicisan) care for the horses, learn to ride and do the required ceremonies for horses. There is a different program for each of the four seasons. It is proposed that horses mirror behaviour of a person attempting to manage them and that the skills required to manage a horse include self discipline, understanding the behaviour of another, transferring ideas, ability to follow rules and cultural practices and caring. These are considered valuable components of healthy and responsible living.

Okimaw Ohi has recorded the following positive outcomes which are common across different cultural groups:

- recidivism of 8%;
- increased stability;
- reduced self harm (2 incidents in 10 years),
- lower level offending, if there is reoffending (only 9 women have returned as a result of resentencing in 10 years); and
- ongoing positive contact and relationships with the elders, after release.

The women residents identified that what worked for them was that it was the first time they had ever had a sense of identity. The cultural program provides a context for learning values, while the roles ascribed to the parties reinforce the creation of sense of identity. The development of genealogies and family histories in the Warrior Program are also part of the developing sense of identity. The elders commitment to the teachings and their role as Grandparents in these women’s lives are the cornerstones of this success.

Recovering from the loss of culture, personal identity and self respect are not currently measures of success from correctional institutions. The fact that the women themselves nominated sense of identity as the successful outcome, indicates its importance and potential power as a success measure for this group.
Clare McNab, Kikawinaw, Okimaw Ohei, Healing Lodge, Maple Creek with author

Willow Cree: Mary Lou, Dennis Gamble, Genevieve Levoie, A/ Program Manager
6.3.4 Pathways Program

The Commissioner of Correctional Services of Canada, has applauded the Pathways Program – the linking of Healing Lodges and Healing Ranges as more successful than any other program aiming to reduce Aboriginal people’s participation in Corrections. This is a priority activity for the Prairie Region Aboriginal Initiatives Directorate.

The Healing Ranges provide an accommodation area within secure prisons for Aboriginal prisoners who agree to live within the requirements and learning of the cultural program. Whilst living in the range the inmates participate in cultural programs with the elders in the evening, in crafts such as drum making, smudging and peaceful down time. The Healing Ranges take up one section of the prison and may constitute as much as a quarter of the prison.

Within the Range there is no drugs, no violence and no incidents. If any drugs are found there is a peer and elder review process and the inmate is offered the choices of
- cleaning up and staying;
- leaving for a while and then returning;
- leaving and not coming back.

The inmates are referred to the Range by elders based on their behaviour and wish to participate in the cultural program. There is now an emphasis on rerouting new prisoners to the Healing Range to prevent their being adopted into the gangs. The Ranges are a primary feeder source for the Healing Lodges and inmates are referred to the Healing Lodges by the elders. Programs in the Healing Ranges and the Healing Lodges are considered treatment for the purpose of accessing parole.

As soon as it is appropriate the inmate is offered downgraded security options, finishing the sentence in a community, placed in a minimum security institution or going to a Healing Lodge. Inmates who do not get an early parole release but are released at their statutory release date are often referred to a Halfway House as a residential condition. They may stay at the Halfway House for 6 months and complete programs or other conditions.

Three Healing Ranges were established in the pilot phase, each providing a pathways to a particular Healing Lodge:
- Saskatoon Penitentiary in Prince Albert, (50 beds) linked to Willow Cree;
- Stony Mountain, in Winnipeg (43 beds expanding to 72) linked to Crane River; and
- Lamakaze Prison (NE Montreal) linked to Waseskus Healing Lodge

Preliminary evaluation information from the Stony Mountain Healing Range was obtained by taking a random sample of prisoners who had been involved in gangs, exiting to the community. This gave a small sample of 18 of which only one had a new criminal charge and two had charges for non compliance with release conditions. These are positive results for this high risk group.

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One of the key indicators of success of the Healing Ranges is the increased number of Aboriginal men achieving early release to parole. Previously Aboriginal people were less likely to achieve early release. Evaluations of Effective Corrections show that prisoners exposed to Pathways Healing Ranges had:

- a greater rate of discretionary release than comparative group (37% vs 22%);
- a lower rate of re-offending (17% vs 35%); and
- an increased placement in lower institutional security levels. Usually Aboriginal prisoners are under – represented in referrals for low security placement.

7  SYSTEM WIDE IMPLEMENTATION

The second aspect of success for initiatives or programs that reduce recidivism is that they are, or could be, implemented widely across the system. Without this aspect, programs that have positive outcomes for individuals will become one off pilots. Some of the common elements of successful system implementation across the different areas are:

- A compelling stimulus for change recognised within the sector;
- Opportunity for sustained innovation (development and improvement);
- Leadership, advocacy and support exist for the initiative;
- Adequate and continuous funding streams; and
- System supports are identified and put in place, eg legislation, staffing, training.

7.1  Stimulus for change

This is required for systems to adopt system wide changes, rather than isolate a new activity / program as a pilot without long supportive term planning. In each location and for each program I attended, the stimulus for change was clear.

- In Norway there was a public view that there were no viable or successful programs for young people in trouble with the law. It was recognised that the system was predominantly welfare focussed and could not answer the public criticism. The CEO held an international conference to determine the best options and, based on worldwide research, implemented two new approaches, one of which was MST for juveniles.

- In England the National Audit Commission’s (NAO) Report *Misspent Youth* provided the framework for youth justice system as set out in England’s Crime and Disorder Act 1998. As a result a radical overhaul of the youth justice system has been achieved and was recognised in the subsequent Audit Commission Review *Youth Justice 2004*. The Youth Justice Board is responsible for the new approaches.

- Also in England, there were a small number of very high profile violent and sexual offences that were followed closely by the media and stimulated higher levels of concern. The media claimed there was insufficient attention given to

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24 The Audit Commission calculated in 2004 that had early intervention to prevent offending been provided to just 1 in 10 of the young people in custody it could have accrued savings in excess of £100 million in the cost of public services.
public protection and as a result work was commenced on the Dangerous and Severe Priority Offender legislation and services, the Multi Agency Public Protection Arrangements and the Prolific and Priority Offender program.

- In France, the introduction of mixed management (public and private shared management and employment arrangements within prisons) had many drivers: a very rapid prison population growth from 25,000 in 1970 to 48,000 in 1985 resulting in 150% occupancy of prisons; and, at the time there were 182 prisons – most aged more than 100 yrs that didn’t meet current need. The European Court released reports criticising the French prisons on human rights’ grounds. In addition the rate of new construction by the public sector at the time was too slow at 1 prison per 2 years. The joint approach included private sector construction of facilities.

- In Missouri, the concern with high levels of incarceration of young offenders, and, the lack of effective interventions that carried through when the young person returned to their home and community, together provided the stimulus for the Court Administrator to seek alternative approaches. The availability of the Family Therapy research program and developing MST approach addressed these needs, significantly reducing juvenile incarceration.

- In Canada the over-representation of Aboriginal people in custody was a driver for the development of the Aboriginal programs.

<table>
<thead>
<tr>
<th></th>
<th>Total Rate(^\text{25})</th>
<th>Aboriginal Rate</th>
<th>Non Aboriginal Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canada</td>
<td>129</td>
<td>735</td>
<td>85</td>
</tr>
<tr>
<td>Western Australia</td>
<td>220</td>
<td>3000</td>
<td>120</td>
</tr>
</tbody>
</table>

Although significantly lower than WA’s rate, the disproportion is a significant concern for Canadian corrections.

Whether the stimulus for change precedes or is the content of leadership is debatable, however it is one of the preconditions for advocacy and establishment of system supports.

### 7.2 Sustained innovation

Research that produces innovation and sustains further development is fundamental to progress. Design research\(^\text{26}\) has or is visibly supporting the development of MST, the Prolific and Priority Offender Program and DSPD initiatives and to a lesser degree the Aboriginal program development in Canada. Bereiter’s statement: “There is always innovation, the trick is sustained innovation” and that it “is not defined by methodologies but by the goals of the people who pursue it. Design research is constituted within communities of practice that have certain characteristics, innovativeness, responsiveness to evidence, connectivity to basic science, dedication to continual improvement\(^\text{27}\)” is an exciting view of how change is achieved.

\(^{25}\) Incarceration rate is a proportion per 100,000, The Canadian figures are based on 1996 Census data while Australian figures are based on 2001 Census data, both are calculated on imprisonment in 2004

\(^{26}\) Design Research as described by Bereiter is included in discussion in section 2, page 5.

One of the intended purposes of this report is to strongly advocate for a design research approach to corrections. There is a need in corrections for a disciplined and continuous attack on difficulty after another and to engage research and development in building on small successes. There are proven examples of better outcomes for individuals and systems and it is suggested that these should form the basis of further initiatives.

The monitoring of recidivism has mostly been a study of system failure and the benefits of past innovations can be lost unless there is a rigorous method of establishing evidence. If recidivism increases, previous initiatives are deemed to not work and new approaches are sought, potentially missing the benefit of past improvements.

Substantive and reliable research evidence takes time to build. The Home Office's Offender Index (over 30 years) and large research team provide a research base to support strategy development, evaluations and guide implementation. The MST program had 9 years of research development work prior to its wider release. The development of Aboriginal Programs at Aboriginal prisons and their accreditation by CSC has occurred over several years and will provide core Aboriginal programs across the prisons.

In each of the areas listed the research and development has a sound theoretical basis. For MST it is the family ecology, for the PPO it is the evidence that reducing recidivism of the small number of high recidivist offenders is most effective in reducing crime and that the probability of capture is the deterrent (rather than the punishment). In the Aboriginal programs it is the integration of cultural knowledge with criminogenic programs. These are all examples of improvements building on successful innovation.

7.3 Leadership, Advocacy And Support

Leadership, advocacy and support for the initiatives was put forward by almost everyone as an essential prerequisite for success. It was especially remarked that leadership is evidenced by having an understanding of the theoretical basis of the initiative and commitment to implementing the initiative accordingly.

7.3.1 MST in Norway

The CEO of the Norwegian Department Children and Families responded to public criticism of Norway's juvenile offender responses, by convening an international expert research conference. He acted on the recommendation to consider: MST, Parent Management Training (PMT), and an Oregon option by taking a delegation to review the operation of these programs in the USA. He subsequently initiated the MST as a nationwide program for juveniles in 25 locations. His vision and leadership was the driving force, he took a personal interest in the selection of the programs, provided start up capacity, giving senior staff both independence and support on issues as they arose.
Overlooking Oslo, Norway from site of Winter Olympics Ski Jump

Bernadette Christensen, Director National Implementation Team Adolescents, Oslo
7.3.2 MST Development and adoption in Columbia, Missouri

Leadership of MST program development in Missouri was clearly provided by Professor Chuck Bourduin. It was achieved as part of the Columbia University, Missouri research program. Professor Bourduin trained and supervised PhD students in the methodology, providing substantial research evidence, continuous improvement and expert oversight of the program development and trainee practitioners.

Robert Perry was responsible for court services for the Boone County prior to and throughout the period of development MST at Columbia University. Under his administration the juvenile group homes were closed in favour of a stronger family based approach in the community and a new approach to juvenile detention. He promoted use of the MST program, because he believed that the family is the most important influence on young people and that their return home after detention was a main point of failure. Without changes at the home level the young offenders inevitably returned.

The dual leadership enabled the program to successfully develop and provide a strong basis for its growth by MST Services. In addition the ongoing training of post graduate practitioners and clinical supervision by Professor Bourduin ensures ongoing theoretical and methodological rigour and capacity for further innovation.

7.3.3 National Identified Prolific and Priority Offender (IPPO) Scheme, England

The National Identified Prolific and Priority Offender (IPPO) Scheme, England, was launched by the Prime Minister on 30 March 2004 for implementation by September 2004. The Prime Minister’s promotion of the strategy ensured a high level of commitment to it and the personal advocacy of the staff on the ground achieved the necessary interagency cooperation.

The Thames Valley Prolific and Priority Offender Program, in Aylesbury (approximately 1 hour north of London), is the largest program, with 30 Crime and Disorder Reduction Partnerships (CDRPs) monitoring and assisting 550 offenders. This was fully operational at the time of my visit, April 2005, just one year after the Prime Ministers announcement. As the new scheme demanded that all parties agree to the process and commence operation very quickly the coordinator, Bob Kennedy, worked with all members of the Local Criminal Justice Board, negotiating support for implementation from every group from within their existing resources.

7.3.4 Youth Justice Board, England

The Youth Justice Board (YJB) is a non-departmental public body, independent from the Home Office. It takes a strong leadership role in advocating with the Home Office and other agencies to achieve commitment to early intervention and appropriate service for young people in the justice system. Part of the leadership role, noted by Rod Morgan, Chair of the YJB is to maintain a high level of enthusiasm and engagement by staff, related agencies and the Home Office with the new approaches. The Board is committed to local ownership and innovation and supports local decision making in the provision of major programs.

28 The PhD students were all experienced clinical psychologists
29 This was initially titled Family Ecological Systems Therapy
The Youth Offending Teams (YOTS) work with local agencies in a model similar to social entrepreneurs. As there is a need to lead a cultural change approach, staff are drawn from a range of agencies with a view to being able to advocate for the changed approach at the local level. The success of this approach is demonstrated by the increasing use by local authorities of the YOT's approach to engaging young offenders and their families in preference to other strategies such anti social behaviour orders or naming and shaming.

7.3.5 Aboriginal prisons and program development in Canadian Corrections

Leadership and advocacy for improved outcomes from justice services for Aboriginal peoples in Canada was apparent at every level. The initial establishment of Aboriginal prisons in the early 1990's was led by the then Commissioner of Canadian Corrections, Ole Ingstrup, in conjunction with senior aboriginal community leaders. Aboriginal leaders and elders of communities, such as the Cree Bands in Maple Creek and Duck Lake advocated within their communities and with Canadian Correctional Services to achieve placement of a prison under a healing philosophy on their lands.

Leadership at the Healing Lodges is provided by the wardens and the elders. At Okimaw Ohi, Clare McNab is known as Kikawinaw, or mother, this title aligns her correctional position with the status and responsibilities of the appropriate cultural role. She has a dual leadership role, and is positioned within the community by her relationship to the elders and by her formal responsibilities to Correctional Services of Canada. She is a leader in both cultural contexts.

Clare McNab stated that important elements of her approach to leadership, are:

- Establish the values and live by them, showing respect to all persons;
- Negotiation of partnering with community elders;
- Modelling the behaviours required in the institution – this includes personally managing difficult personal interactions that are outside the ability of staff;
- Talking with staff and residents, having an open door policy to staff and residents and valuing the need to talk through issues to achieve understanding;
- Having high standards and working on raising the bar on standards by discussion with staff how improved responses to situations can be achieved;
- Being committed to supporting what is important to long term outcomes (eg cultural events) ahead of short term demands; and
- Providing continuity and consistency in the approach

In 1999 the Speech From the Throne (SFT), the Canadian government\(^{30}\) committed to strengthening its partnership with communities and with the voluntary organisations that serve and sustain them. This has been progressed by senior Aboriginal program leaders centrally, such as Bruce Anderson A/Director General, Aboriginal Programs, Ottawa and Lawrence Bernouf, Regional Administrator of Aboriginal Initiatives for the Prairie Region.

\(^{30}\)Effective Corrections Progress Report, Correctional Services of Canada, October 19 2004
7.4 Funding streams – establishing cost benefit

Perhaps the most critical indicator that an initiative has been successfully incorporated into mainstream services is that it has an ongoing budget. Frequently new initiatives are implemented as a pilot and a funding stream is not put in place. This can be for a variety of reasons, however a persuasive argument to achieve ongoing funding is proof that the initiative is cost effective.

The capacity to deliver Aboriginal programs in Canada has been assured by the Effective Corrections program and funding strategy, allowing CSC to engage communities more directly in the delivery of correctional programs and services. This program has two streams Community Corrections Infrastructure, $11.4m and Aboriginal Corrections, $18.6m.

The Community Corrections Infrastructure component consists of:

- Halfway houses - residential options for offenders in partnership with the voluntary sector ($3.5m);
- Training and job placements - community based service delivery agency partnerships to improve employment and employability ($5m);
- Programs - training and development for voluntary sector program deliverers focussing mainly on substance abuse and violence ($1.6m)
- Volunteers - maintaining and training diverse volunteer group ($1.3m),

The Aboriginal Corrections component consists of:

- Aboriginal community reintegration - development of a national infrastructure for the consistent delivery of Aboriginal community corrections initiatives through S81 and S84 of the CCRA ($2.7m)
- Community residential capacity - facilitate construction of new community Healing Lodges providing transitional accommodation and train and employ administrative staff to operate the lodges ($11.9m)
- Development grants - Aboriginal communities implementation of traditional healing practices to support successful reintegration ($1m)
- National Program Review Research and Development - Aboriginal community based research initiatives addressing specific Aboriginal offender needs, eg sex abuse, cognitive skills, etc ($1.5m)
- National Aboriginal Working group on corrections - five national Aboriginal organisations partner with CSC to validate and develop new Aboriginal community and institutional policies ($1.5m)

An evaluation of Effective Corrections has been completed and the elements that were most successful are attracting the greatest ongoing effort.

A separate program, Community Holistic Healing in Hollow Water, Manitoba which has been running for almost 20 years, has proven its effectiveness with a cost benefit analysis completed last year\textsuperscript{31}. This program is described further in section 8 under community partnering. Apart from the benefits of reduced sexual offending and victim recovery there have been a range of related community benefits including reduced gang activity, alcohol dependency and truancy. Significant savings to Government were also shown.

The evaluation assessed the cost to the province of Manitoba and Federal Corrections if these sex offenders had all been processed via the regular criminal justice process. Even though the method of assessment undervalued the actual cost to corrections agencies, it demonstrated that:

- for each dollar Manitoba Province spends on Community Holistic Circle Healing it would otherwise have spent approximately $3 for criminal justice services (police through to victim services); and
- the Federal Government would have spent $2 for each dollar spent on Community Holistic Circle Healing.

In contrast, and in spite of the demonstrated cost effectiveness of the MST program, MST has not achieved continuous stable funding in its home state of Missouri. In the USA, the MST program has been widely adopted in States such as Colorado and Ohio. Federally, the program has been deemed to be medicated reimbursable - that is costs are subsidised by Federal medical funding. This is supported by Federal legislation as it is seen as a cost effective health and related service.

The Community Alternatives Programme in St Louis, Missouri, has operated under a series of grants, with ongoing support provided by the Juvenile Court via the Youth Services Division Diversionary funding. It is an issue for Missouri providers that the State of Missouri has not yet applied for MST to be included on their schedule of medicated reimbursable items and hence the funding streams are still grant based, 3yrs at a time. Mike Lamping, MST coordinator at Community Alternatives is responsible for developing a policy position to resolve this funding issue.

To return to the design research analogy of automobile development, it might be true to say that something is systemically in place when it has become common knowledge or common practice. A continuous funding stream is the chicken and the egg in this analogy. The danger of not achieving a funding stream is reflected in a comment made by Harry Blagg, that:

The road to justice reform in Aboriginal Australia is littered with the wreckage of promising one-off initiatives, pilot projects and local strategies that have failed to be refinanced, nurtured and maintained by all levels of government.

7.5 Systemic supports

Systemic supports including legislation, staff training and development, setting targets and performance expectations, information management processes and employment arrangements were required for many initiatives to be successfully implemented. A short overview of the systemic supports for two of the initiatives follows.

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32 Funding was lost with changes in the State of Missouri political leadership as part of a wide range of cuts in services to children and young people. New funding streams from the Juvenile Court and Health Services are being developed.

33 Blagg, Harry, Background Paper No 8 to Law Reform Commission of WA A new way of doing justice business? Community governance mechanisms and sustainable governance in Western Australia, University of WA, Jan 2005
7.5.1 National Identified Prolific and Priority Offender (IPPO) Scheme

The speedy rollout of the IPPO was supported by:

- New legislation - the Criminal Justice Act 2003 came into effect in stages during 2004 and mandated agencies to work together to ensure that integrated monitoring and service provision was achieved. Changes were made to sentencing to create greater flexibility for courts to set requirements of community sentences according to offender needs, to strengthen community supervision periods, provide intermittent custody, increased early release arrangements and greater public protection for certain offences with increased use of indeterminate sentences.

- National targets — national targets were set across the range of criminal justice services. Specific to this program – the aim is to reduce the rate of reconviction by 5% of the existing rate\textsuperscript{34}, on an annual basis. This aims to achieve continuous improvement, rather than set a predetermined number. Targets were also set in relation to:
  
  - public protection, for example speed of completion of risk of harm assessments and OASys sentence plans;
  - general reducing re-offending activities;
  - enforcement and compliance;
  - decency and offender safety (eg ensure overcrowding does not exceed 24% above capacity);
  - organisational eg racial equality of staff (eg ethnic minority staff in public prisons to represent 65 of workforce by April 2006).

- Communication — clear goals and intentions were articulated and given impetus by being released and supported by the Prime Minister down. A travelling roadshow explained the intent and practice of the program at regional level to generate local commitment and a small development and implementation team (3 people), led by Tyson Hepple, identified existing activity, used research and modelling information and worked closely with operational areas to design and implement the scheme in the required time.

- Interagency cooperation - Interagency partnerships established for the Multi Agency Public Protection Arrangements assisted agencies to work productively together and in cases where new programs were able to collocate the key players, the programs were implemented more quickly and more successfully with fewer issues in relation to information sharing.

- Problems with sharing information between different agencies were overcome by the Thames Valley PPO. As it is critical to the program to track to offenders through the justice systems a single source of information on each offender was created that summarised all relevant details from each agency by accessing all relevant information systems.

\textsuperscript{34} Current reconviction rates (custody and community justice combined) are Adults – 58%, and Juveniles – 36%. Reducing reconviction by 5% pa, is an effective 2.9% reduction, and on 36% is an effective 1.8% reduction.
• Research and Development Unit (RDS) was placed in the Strategy and Assurance Directorate of the National Offender Management Service (NOMS) within the Home Office in April 2004. This closer placement to the operational areas assisted with ensuring the evidence informs program implementation, that research and evaluation occurs and statistical analysis informs action plans and reviews.

7.5.2 Youth Justice Board

The Chair of the Youth Justice Board identified standards, monitoring and training as some of the necessary system requirements for successful implementation.

• The YJB developed a quality assurance process and standards for YOTs in relation to:
  o Final Warning and Interventions;
  o Education, Training and Employment
  o Assessment Planning Interventions and Supervision
The YOTs complete a self assessment based on sampling and methodology provided by the YJB. Local variations are catered for and the whole process informs performance improvement plans for individual YOTs.

• Performance monitoring – the Board set 13 performance indicators for YOTs. They measure the extent to which effective interventions are being delivered in the youth justice system and are used to direct activity towards those interventions most likely to reduce the risk factors present in the lives of young offenders. The Board also introduced a monitoring framework for the secure juvenile estate titled, Effective Regimes which was based on the 2003 pilot Safe Environment. It monitors the delivery requirements outlined in:
  o National Standards for Youth Justice Services 2004
  o Key Elements of Effective Practice
  o National Specifications for Learning and Skills
  o National Specification for Substance Misuse for Juveniles in Custody
  o Service level agreements and contracts between the Board and suppliers.

• Training and development for Youth Justice Workers - a Youth Justice Qualifications Framework has been established and the Board has a target of assisting 80% of youth justice practitioners gain the Certificate in Effective Practice (Youth Justice) or its equivalent under the Framework. A Youth Justice Foundation Degree has been established and the Youth Justice Gateway Programme enables access to this degree from a range of different starting points in post compulsory education.
One comment was made in almost every location: “we can’t do it alone” and was often followed by “and nor should we”. Communities are the third essential partner to successfully reducing recidivism by offenders. The offending behaviour of individuals occurs in communities and community participation in the delivery of justice contributes to achieving greater levels of safety. This is particularly important in communities where there are high levels of victimisation. The justice sector can seem to be a community on its own, having wide responsibilities for offenders and offenders’ behaviours, however for the majority of offenders the justice sector offers a temporary and, always artificial, community.

Strong and effective community participation is associated in different ways with the successful programs that reduce recidivism.

The definition of community varies with different programs, usually including organised groups such as private sector industries, health service providers, local government, volunteer agencies and community management. Often, individuals such as victims, family members, friends and neighbours were recognised as needing to have a role in order for the initiative to be successful. Generally, when communities are involved in the rehabilitation of an offender, imprisonment and recidivism rates were lower and media positioning appeared to be less aggressive.

8.1 Private sector as community partners

The work programs in the French mixed mode prisons provide opportunities for prisoners to work under relatively normal work conditions. Private sector industries have workshops within the prison that are attended daily, or in shifts – depending on the work requirements - by prisoners who are trained and paid commensurate with real wages. The wages earned are allocated to future savings, victims, health and age insurance, clothing and goods required in the prison. There are 700 workshops set up in French prisons, some as small as 2-3 people, and some as large as 50 people. Prison workers receive certificates for training and work experience and those who complete 12 months work earn two months remission.

In addition to the private sector employment on products for external markets (e.g., electronic components, machine parts, packaging), the Mixed Management Mode prisons provide regular employment opportunities with the private sector companies that manage prison functions other than security. This encompasses all cleaning, food
management and meal and services. Remuneration and employment benefits and conditions are similar to private sector employment for external goods manufacture. This activity is constrained by the variation in the employment market, the strength is the engagement of prisoners in funded employment under market conditions.

8.2 Government and non government organisations as community

The 376 Crime and Disorder Reduction Partnerships (CDRPs) across England and Wales provide the interagency and non government forums for the implementation of the Local Priority Offender (LPO) Schemes and for the Multi Agency Public Protection Arrangements (MAPPA). These partnerships are locally based and managed and engage a range of community agencies in the justice process.

A new community based project has recently commenced in England, a joint community justice and health initiative, that will combines justice officer supervision of offenders on community orders or parole, with mental health services. This will develop a model of social health and 5 Chief Probation Officers and Area Health Officers have nominated to participate, from Lancashire, Liverpool, Nottinghamshire, West Midlands and Cornwall

Youth Inclusion and Support Panels (YISPs) and Youth Inclusion Programs (YIPs) consist of a range of local agencies working together. They provide access to mainstream services (housing, health, parent support) as a preventive strategy for young people at risk of offending. Thirteen pilot schemes were set up in 2003 to prevent offending by 8-13 year olds considered to be at high risk of crime and anti-social behaviour. The young people who are referred to the panel and their families have often experienced multiple difficulties, such as behavioural issues, drug misuse, housing problems, and educational difficulties. This intergovernment cooperation acts like a community around the young person and based on the success of the first 13, a further 17 YISPs have been established through the Children's Fund.

The Youth Justice Board is working with the Home Office, Department of Health, National Treatment Agency, (NTA), Education, Welsh Assembly and the detention centres to improve provision of mental health and drug services to young offenders. By engaging staff from different areas a wider range of connections are made into other agencies. Approximately 180 health workers and 202 substance misuse workers and specialists are attached to YOTs in England and Wales. The health workers in YOTs will play a significant role in supporting the Health Department target to develop a comprehensive Child and Adolescent Mental Health Service in England by 2006.

8.3 Aboriginal communities as partners

The evidence suggests there are many areas of significant achievement for Aboriginal people in the justice sector, especially when Aboriginal communities have been involved. The examples of the Healing Lodges described above are most apparent. Two sections of the Corrections and Conditional Release Act, (CCRA) s81 and s84 support the Healing Lodges and other initiatives. A key premise of the legislation is that effective reintegration of offenders requires a strong and functional community focus. The CCRA provides an opportunity for Aboriginal communities to be active partners in the care and custody of Aboriginal offenders and the provision of
correctional services. The legislation provides for services in facilities, supervision and parole, release planning and reintegration services.

Effective reintegration of offenders requires a committed community focus and the effective Corrections report noted that to sustain gains made by individual initiatives it is necessary to have:

- Public understanding and awareness of the correctional challenges;
- Community readiness to receive offenders back into the community; and
- A capacity to manage and deliver research based programs and interventions to assist in reducing crime and victimisation\(^{35}\)

8.3.1 Aboriginal Community Corrections Initiative

The Department of Public Safety and Emergency Preparedness has established an Aboriginal Community Corrections Initiative (ACCI) and the Aboriginal Community Corrections Crime Prevention Initiative (ACCPI). The objectives of the ACCI are to increase knowledge and capacity in communities to implement healing approaches with offenders, to evaluate approaches to community wellness and support development of urban strategies. The ACCPI targets its activities to assist high risk urban Aboriginal youth and children and families of Aboriginal offenders.

These initiatives promote healing approaches as a long term strategy to tackle the intergenerational effects of crime and incarceration on Aboriginal families – and as a result reduce the over-representation of Aboriginal people in the criminal justice system. Individuals and communities go through distinct stages of healing, potentially over decades, therefore an integrated strategy covering program development, funding, delivery and evaluation is required. It is expected that programs will naturally reach plateau points and additional training and development will be needed to get past these points. In addition there needs to be conscious transfer of knowledge from the leader to others involved in the project to ensure ongoing success.

8.3.2 Hollow Water Community Healing for Sex Offenders

The Community Holistic Circle Healing (CHCH) process in Hollow Water, Manitoba was established in 1985 to address the needs of sexual assault victims and victimisers. It provides a diversionary program that enables the victimiser to stay in the community, while participating in an intensive healing process. The victimiser is both accountable to the community and has an opportunity for real and sustainable holistic personal change. There are benefits to the individual, the victim and the community at all levels of physical, mental, emotional and spiritual health.

Professional support and coordination is provided as part of the program by an assessment team coordinator and other professionals. The Royal Canadian Mounted Police (RCMP) are involved in the establishment of each program. Support is provided to the victim whose the safety is assured for the entire process. The victim has the choice of having the offence dealt with in the community or in a court. The victimiser who is also supported, has to accept full responsibility and undergo a psychological assessment prior to the procedure.

\(^{35}\) Effective Corrections Process Report, Correctional Services of Canada, October 19 2004
The process has 13 stages, beginning with disclosure and ending with a cleansing ceremony. In addition to the cost benefit discussed earlier the evaluation\textsuperscript{36} of this program revealed a very low level of re-offending and a large number of associated community benefits, including:

- children being happier and feel safer and are more confident;
- there was no gang activity;
- children were remaining in school and in the community;
- people were moving into Hollow Water;
- alcohol abuse had almost stopped in the older population; and
- life expectancy has risen from 63 to 70 years.

8.3.3 Aboriginal community development

For programs such as Hollow Water to succeed there needs to be an effective level of social cohesion in the community. While the level of success of community initiated programs such as Hollow Water prompts further participation, justice agencies cannot assume that communities have sufficient social networks to be able to participate.

Cynthia Chataway has identified a number of factors that are critical to achieving social cohesion (or social networks of trust) and that these are necessary precursors to other community development activity. To be successful developments need to be:\textsuperscript{37}

- Consistent with cultural values. Successful change was achieved in Aboriginal community organisations with a commitment to culturally appropriate principles;
- Relationships between people who will need to work together are prioritised and supported through facilitated sessions;
- Actively inclusive by inviting people who are often excluded from groups to participate and give their opinion;
- Formal empowerment of all parties so one can make unilateral decisions;
- Personal empowerment by assisting people to speak up with training in literacy, accounting, public speaking or funding to attend meetings;
- Social empowerment by consciously overcoming distrust and cynicism with collective identification of vision and sharing of responsibility.

8.3.4 Healing Lodges and Healing Ranges cultural framework

The description of these services is provided in section 6.3 above and does not need further elaboration. The importance of cultural knowledge as a basis for how interventions are structured and the philosophy of healing have been stated. How this works in practice is demonstrated a little by quoting the statement of philosophy and vision for the Okimaw Ohci Healing Lodge.

There is an urgent need to bring together our past, present and future as reflected in the social, political and economic conditions that we experience in many of our communities today. Crippled by government indifference, political powerlessness, inadequate land base, nonexistent economic opportunities and racial hostilities, we have to question what the future holds


\textsuperscript{37} Aboriginal Development: The process is critical to success, Cynthia Chataway, Aboriginal Policy Research Volume II Correctional Services of Canada, 2005
for Aboriginal people. The physical reality lies in the excruciating pain brought about by alcohol and drug abuse, indifference, poverty, crime, imprisonment and suicide.

Because our Creator has ensured our survival of this painful history we have endured the assault, injustice and repression brought upon us. We send out our gratitude for all of these things that are so. The time has come to return to the Sacred Laws. The healing of Aboriginal People has begun and must continue. The way back to restored dignity is within our unique humanity. The door to authentic development and healing is unlocked from within.

"...Through the teachings of the Elders’ Circle, Sacred Laws of Women will be rekindled to provide a spiritual base for life’s challenges..."

Community managed institutions explicitly position the goals of the institution in relation to the experiences of the community in which they operate. This is necessarily different to the experiences of the majority of those working in justice systems and requires acceptance of and support for two ways of working to be a successful partnership.

8.4 Families as community partners

The MST program in St Louis, Missouri, is managed through Community Alternatives, and developed through funding provided by the St Louis Mental Health Board in 1998 to support juveniles with serious mental health who were referred to court. As noted this is approximately 10% of juveniles referred to Court. The MST service model consisted of 1 supervisor, 3 therapists and Professor Bourduin providing consultancy and training.

As one of the major issues is substance abuse by the parents, this is a key focus of the MST team in St Louis. Mental illness among parents is also a major issue, which is reported as a problem in many jurisdictions. Young people and their parents both need guidance to adopt strategies that help the young person avoid criminal behaviour. The ecological model involves all parts of the environment to be involved and to benefit, especially the parents of the young person. This gives the young person a better chance of avoiding criminal behaviour.

While the source of referrals to this MST program have changed over time to reflect the purpose of the different funding grants, the juveniles that have been referred have similar profiles. They are predominantly African American, have high levels of poverty and issues such as evictions, inability to pay for power, no transport. The high levels of poverty mean that staff need to also deal with social issues such as getting the gas paid and reinstated. The positive results with these highly marginalised groups, reinforce the value of involving many areas of the community in interventions for offenders, and the need for support for the community partners, parents in this case, in the process.

38 Okimaw Ohci Healing Lodge Vision, Correctional Services of Canada
Community Alternatives Office, St Louis, Missouri

Gary Morse and Mike Lamping, Community Alternatives, St Louis, Missouri
Furthermore there are similar personal and family issues amongst the young people referred, irrespective of the initial point of referral, whether mental health, juvenile justice, school truancy, Serious Emotionally Disturbed (SED) juveniles from the Court and young people whose mothers are homeless.

The outcomes of this programme were very positive. A randomised study of the juvenile participants showed that MST was more effective than usual mental health services with improvements to acting out/externalised behaviours, internalised behaviours and affective mood, parental reports of behaviour, and reductions in self reports of criminal behaviour. There was a lower rate of recidivism in subsequent groups, with fewer arrests amongst the MST group than among the less serious offenders who were not referred to MST. At least 75% of the young people were able to be at home, avoiding out of home placement – detention.  

8.5 Achieving cultural match - Implementation of MST in Norway

Cultural relevance of Aboriginal program has been considered in the section in Aboriginal programs, however, the MST program is noteworthy for being able to achieve cultural relevance in different cultural contexts. This assists in establishing a system wide approach that is transferable between systems.

The Norwegian MST implementation team experienced cultural differences between the US and Norwegian styles of operation, staff selection and existing structural commitments to community based child services. This unexpected difference in cultures at the system level was resolved by placing a stronger emphasis on local identification of the required qualities and experiences of potential staff.

Related to this is a difference between the values and ethos of Norwegian clients of MST and those for whom the service was designed. It was described that Norwegian families are less reliant on informal social structures (family and community networks), advocating self help, keeping problems private or if necessary relying on the formal social support system. This contrasts with the lower level of formal social support systems in the USA and higher level of informal social structures with clients expecting to engage families and friend networks. Conscientious advocacy by the clinicians was required to promote informal social networking among Norwegian clients.

A third area of successful negotiation of cultural difference experienced by the Oslo MST team relates to the high proportion of its client group, up to 50%, from diverse cultural groups, predominantly Palestinian, Thai, Somali, Iranian and Chilean. Many cannot speak Norwegian however the team has high levels of success with the immigrant/refugee clients when the language barrier is able to be overcome. This success is attributed to the priority given to forming alliances with parents and to developing mutually agreeable strategies from within the parents’ cultural framework. This is inherent in the MST program and part of its success across cultures.

39 This data includes all referrals – irrespective of whether the MST started or was able to continue, eg one juvenile was placed in detention for a separate crime prior to commencing, and a girl was placed in detention when her mother was arrested and the girl was unable to be placed in foster care.
There are many challenges that need to be overcome to successfully implement new initiatives. The Research and Development Unit of the National Offender Management Service identified implementation failure as a common problem for new initiatives, even when they are well based on evidence, in the following cases:

- They are not rigorously implemented;
- They are not properly supported by an appropriate process evaluation to guide further development;
- They lack sufficient numbers to be effective; or
- Only one criminogenic need at a time is treated when there are multiple needs - lack of holistic approach to the individual.

In a similar vein the Correctional Services of Canada found that there were many barriers to expanding the capacity of correctional services beyond its traditional arrangements. Particular challenges that were faced when the process of engaging communities, was started include:

- Negative public perceptions of offenders lead to resistance by communities to their presence;
- Limited access to the services that were required by offenders;
- Offender needs are not a priority in the social program agenda of the municipalities- local councils and organisations;
- Social and economic difficulties faced by Aboriginal communities; and
- Systemic barriers to success

The difficulty of gaining a priority from other agencies and communities to assist in meeting the needs of offenders is consistently put forward as a major challenge. As noted above this was a challenge for CSC in fostering community involvement. In the UK the National Audit Office identified similar challenges for the Youth Justice Board in the Audit Commission’s 2004 Report on the Youth Justice Board’s progress. It reported:

- The public know little about the system and consequently have low level of confidence in the new schemes;
- While sentencers have confidence in YOTs this has not yet translated into significantly reduced levels of custody
- Black minority ethnic and mixed-race offenders remain substantially over-represented among the stubbornly high custodial population;
- Initial assessment by YOTs is often not followed up by appropriate intervention; and
- A lot remains to be done to secure mainstream services such as education and accommodation for these young people.

The St Louis Community Alternatives MST team leader spoke about his concern that lack of knowledge about the evidence supporting program interventions undermined the MST program. For example young people often end up in detention having been referred to programs that have no evidence of being useful, such as DARE, anger management and similar programs. The juvenile is expected to turn up to an office location and participate in an individual based program, that may have no relevance and no evidence of effectiveness. If the juvenile fails to turn up it is a breach and on re-offending the juvenile is considered to have failed, not the program or the referral.
9.1 Designing systems to respond to individuals

Justice systems are processes that move offenders from one point – arrest, to another point – justice services, and then to a third point – the community. Along the way the offender is required to participate in various sanctions and behavioural interventions. Sometimes the aim, the offender commits no further crime, is achieved. This is most likely if the offender finds the various sanctions and behavioural interventions to be useful and can continue to use them in the community.

The evidence of the initiatives and programs considered in this report is that the system’s processes need to be able to discriminate and respond constructively to the individual characteristics and needs of offenders. If the systems operate rigidly and demand that offenders respond to its generic processes, successful results will be limited to those for whom the process works.

There are a lot of activities in the justice system that focus on identifying and responding to offenders needs and characteristics, however the system’s processes are not designed to deliver services specifically in response to the assessments. The systems’ processes are designed to deliver the court determined sanctions, with various additional services added on. Most of the initiatives described in this report are responding to individuals characteristics or circumstances.

The Norwegian system in particular makes it possible to have individualised responses to young peoples risk factors and individual situations. The child welfare officer refers the child to any services that is appropriate, within health, mental health, social work, education, accommodation, and multisystemic treatment. In extreme cases the Police, Prosecution and Court are involved in sentencing the person young person to custody, however it is significant that the number of 16-18 year olds in custody is very low, around 4 at any one time, and an imprisonment rate for adults of 59 per 100,000. This is for a population of 4 million.

9.2 Justice response - part of the broader social agenda

Several of the comments on implementation failure quoted above identify: the importance of treating the offender holistically; difficulties with accessing mainstream services; social and economic difficulties; and systemic barriers. The justice system really can’t achieve the shift in behaviour that is required to reduce recidivism, by itself. In England and Wales, legislation was passed to push the capacity for key agencies to work together.

In Canada, the Department of Indian & Northern Affairs Canada, (INAC) is coordinating activity to progress the horizontal framework for First Nations Corrections Initiatives, by a wide group of agencies. A wide range of services and service providers have agreed to identify what type of programmes they provide, what services could benefit from greater interagency collaboration, and their agreed priorities for collaboration.

The issues that were identified as priorities for collaboration are as follows:

The Horizontal Framework is a structure to provide across agency work. Diagram at Attachment
- Foetal Alcohol Spectrum Disorder (FASD) – this is acknowledged to cause a range of problems, to be correlated with offending and in the more extreme cases inability to maintain independent living. A strategy is being developed to provide supported accommodation for affected individuals. Young mothers skills in caring for babies and children and maternal health are a priority target area for public awareness and support services in relation to FASD. The prevalence of FASD will be better determined with use of the FASD diagnostic tool.
- Domestic Violence Initiatives;
- Child sexual abuse and prevalence of sexual violence;
- Aboriginal community development projects;
- Healing in communities; and
- Maternal health and prenatal and postnatal health initiatives.

These issues and scope of services is similar to Western Australian issues and services for Aboriginal people in the justice system and it may be value to compare progress with the Department of Indian and Northern Affairs on achieving outcomes from interagency work.

Suzanne Blais, International Coordinator, Correctional Services Canada
William Hay Centre for adolescents, Ottawa. Part of the Youth Services Board and integrated range of youth services
10 CONCLUSIONS AND RECOMMENDATIONS

For Professor Bourduin, Missouri University, Columbia, the heart of successful interventions with young offenders is encapsulated in four themes:

- Relationships are fundamental to the approach;
- Changing interactions in families;
- Science – empirical support for activities is essential; and
- Personnel

These four themes offer a different view of the fundamentals for success in corrections. The combination of the French research on recidivism⁴¹ and the report on Modelling Crime and offending: Recent developments in England and Wales⁴² clearly identify that length of sentence and punishment have no positive impact on recidivism. Nonetheless the system of corrections is principally designed around these criteria. This report proposes that there are new criteria available to assist in designing new approaches.

The justice system infrastructure is designed to support a criminal justice system for which the conceptual base has passed its time. The facility focus is in effect a legacy system and to use an information system analogy the developing software does not run well in these legacy systems. Hence there is real conflict between the managers of the old systems and the advocates of the new.

That the old design concepts of punish and protect do not work are demonstrated by the data that shows that on release from custody prisoners are at least 50% likely to re-offend – a 50/50 chance at best. Even more problematic, we can reliably predict who will re-offend and who will not. This predictive capacity shows that the basis of a science to support a different set of strategies is available now. The evidence of initiatives that are achieving recidivism rates of less than 20% is showing the way forward using new design concepts and a new science to support them.

The emerging science will develop in accordance with the availability of committed practitioners. Staff training and development are critical to the new approaches and a proactive approach to performance measurement and evaluation is necessary to ongoing improvement. The wide range of systemic supports that have been put in place for the initiatives in England and Wales provide a means of ongoing improvement, that is further enhanced by a commitment to research and evidence in several jurisdictions.

The work with Aboriginal communities bring another dimension to the emerging science. In this circumstance, how the outcomes are achieved is as important as the outcomes themselves. The complexity of issues that face Aboriginal communities, and, the reality that Aboriginal offenders return to these complex communities with few locally available supports, mean that community development approaches need to

⁴¹ Liberation Sans Retour by Annie Kensey, Pierre Tournier, Ministere de la Justice, Travaux et Documents du SCERI Octobre 1994
⁴² The Large Scale of Structure of Criminal Careers summarises and provides analysis of the Modelling Crime and Offending Occasional Paper, released the Research and Statistics Directorate of the home office in 2003
be part of the process of working with communities. The key principles of good process are that: \(^{43}\)

- It is consistent with cultural values;
- It is initially focussed on building working relationships across groups; and
- It is actively inclusive.

These principles support social cohesion, social capital and social networks of trust, which are necessary for decision making and collective problem solving and to prevent initiatives failing. \(^{44}\)

Some of the directions that, based on the discussion in this report, could have value and which are able to be pursued in through policy forums for justice in Australia are:

- Progress the analysis of recidivism to provide more valuable information that will assist in program development, implementation and modification.

- Provide different treatment options based on identified causes of individuals' behaviours and the cultural and community issues relevant to the individual.

- Consider whether legislation can support inter agency cooperation, staff protection in relation to information sharing and more flexible roles for staff.

- Advocate for parenting development and maternal health programs to be recognised as part of the Government strategy to reduce offending.

- Promote a national conference on managing juvenile offenders, with a focus on evidence of successful initiatives, especially for sex offenders, Aboriginal young people and interagency approaches.

- Look for long term research partners and long term funding strategies to support new approaches to treating juvenile offenders with commensurate staff training.

- Promote significantly greater research capacity in criminal justice in WA and the ability to constantly analyse and improve the current performance.

- Note the comment in the Law Reform Commission of Western Australia, *Thematic Summary of Regional Consultations – Pilbara 6-11 April, 2003*, 17

> “Instead of prisons, build a community facility that can be used regionally or by several communities. Its main purpose is rehabilitation and restoration through education/training, employment training, courses for employment opportunities, drug, alcohol, violent and sex offending. Staffed by trained Aboriginal people and non Aboriginal people who are not prejudiced. A place that family can come to and stay especially when death occurs in or out of prison, or when children are born so people in facility can do the cultural business and family is not made to suffer because person is in prison.”

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\(^{44}\) Ibid, p67
• Promote successes - the justice sector is constantly competing with media views of criminal matters - public information needs to be a conscious strategy to gain congruence between political, media and justice views on issues.

• Develop a wider range of success indicators and involve offenders in identifying the elements of success important to them.

It would be inaccurate however to suggest that the science and evidence is all new, there have been many successful initiatives, probably over centuries. One last example in the report is taken from documentation of a highly successful youth program in Wales in the 1960’s. The young people of the 60’s participated in a review of the program 30 years later:

_Withywood in the 60s shows a ‘model’ in today’s jargon, of what a youth organisation can be, with real partnership and responsibility. These young people were not just ‘consulted’ – although that certainly happened – they were closely involved, and responsible. For many of them, as they insist over 30 years later, it was a life changing experience._

It is achieving continuity over time that is finally the make or break issue.

As noted _“There is always innovation, the trick is sustained innovation”_

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Ray Sharpe, Manager Withywood Youth Project in the 1960’s
At Llanthony Priory ruins, Wales. Reflects on changing times – similar problems

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45 Ray Sharpe (_The Withywood Experiment: Working with Young People_), Written and published by Ray Sharpe, available at tricia@sharpesolutions.com.
# ATTACHMENT 1

<table>
<thead>
<tr>
<th>Contacts &amp; Address</th>
<th>Purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. VISIT TO HOME OFFICE</strong></td>
<td></td>
</tr>
<tr>
<td>Key contact: Tyson Hepple</td>
<td></td>
</tr>
<tr>
<td>Greg Mead</td>
<td></td>
</tr>
<tr>
<td>Programs Manager</td>
<td></td>
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<tr>
<td>Prolific and Priority Offender</td>
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<tr>
<td>Scheme</td>
<td>National Offender Management</td>
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<tr>
<td>Service</td>
<td>Home Office</td>
</tr>
<tr>
<td></td>
<td>2 Marsham St</td>
</tr>
<tr>
<td></td>
<td>London, SW1P 4DF</td>
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<tr>
<td></td>
<td>Monday 18 April 2005</td>
</tr>
<tr>
<td><strong>2. VISIT TO THAMES VALLEY PROLIFIC AND OTHER PRIORITY OFFENDERS PROGRAM</strong></td>
<td></td>
</tr>
<tr>
<td>Key contact: Bob Kennedy,</td>
<td></td>
</tr>
<tr>
<td>21 Bicerton Rd, Aylesbury</td>
<td></td>
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<tr>
<td>Bucks HP20 1EN</td>
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<tr>
<td>01296 290667</td>
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</tr>
<tr>
<td></td>
<td>To visit and discuss factors contributing to successful implementation of the Prolific and Priority Offenders program.</td>
</tr>
<tr>
<td></td>
<td>Tuesday 19 April 2004</td>
</tr>
<tr>
<td><strong>3. MEETING WITH DR ZARRINA KURTZ, YOUNG OFFENDERS AND MENTAL HEALTH IN CORRECTIONS</strong></td>
<td></td>
</tr>
<tr>
<td>Key contact: Dr Zarrina Kurtz</td>
<td></td>
</tr>
<tr>
<td>Research Consultant to Health</td>
<td></td>
</tr>
<tr>
<td>Department</td>
<td><a href="mailto:zarrinakurtz@btinternet.com">zarrinakurtz@btinternet.com</a></td>
</tr>
<tr>
<td>Mob:</td>
<td>07802226191</td>
</tr>
<tr>
<td></td>
<td>To discuss how research evidence is used by policy and put into practice; the mental health intersections with criminal justice and specifically issues for young offenders with or without mental health issues.</td>
</tr>
<tr>
<td></td>
<td>20 April 2005 at Hotel Russell</td>
</tr>
<tr>
<td><strong>4. VISIT TO RESEARCH &amp; DEVELOPMENT UNIT NATIONAL OFFENDER MANAGEMENT SERVICE, HOME OFFICE</strong></td>
<td></td>
</tr>
<tr>
<td>Key contacts: Chloe Chitty, Assistant Director</td>
<td></td>
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<tr>
<td>Gemma Harper, Research and Evaluation</td>
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<tr>
<td>Analysis</td>
<td>Pat Dowdeswell, Statistics and Analysis</td>
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<td></td>
<td>To investigate the use of targets for recidivism, their impact, use of recidivism as a measure of success and current research and evaluation activity that supports identification of successful programs to reduce re-offending.</td>
</tr>
<tr>
<td></td>
<td>Thursday 21 April 2005</td>
</tr>
<tr>
<td><strong>5. VISIT TO HOME OFFICE - DANGEROUS &amp; SEVERE PERSONALITY DISORDERS</strong></td>
<td></td>
</tr>
<tr>
<td>Key contact: Savas Hadjipavlou, Head of DSPD and Program Manager</td>
<td></td>
</tr>
<tr>
<td>Catherine Lynch</td>
<td></td>
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<tr>
<td>Julia Gerard</td>
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<tr>
<td>Nigel Shackleford, Deputy Head, Mental Health Unit</td>
<td></td>
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<tr>
<td>2nd Flr, 2 Marsham St - London,</td>
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<tr>
<td></td>
<td>To investigate current approaches and legislation to support interventions for offenders considered having a dangerous and severe personality disorder.</td>
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<td>21 April 2005</td>
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<tr>
<td><strong>6. VISIT TO YOUTH JUSTICE BOARD</strong></td>
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<tr>
<td><strong>Key contact:</strong> Rod Morgan, Chairman</td>
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<tr>
<td>Chris Wright,</td>
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<tr>
<td>11 Carteret St</td>
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<tr>
<td>London</td>
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<td><strong>To discuss systemic and structural</strong></td>
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<tr>
<th><strong>7. VISIT TO CAMBRIDGE INSTITUTE</strong></th>
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<tr>
<td><strong>OF CRIMINOLOGY</strong></td>
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<tr>
<td><strong>Key contact:</strong> Dr David Farrington</td>
</tr>
<tr>
<td>Institute of Criminology</td>
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<tr>
<td>Cambridge University</td>
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<tr>
<td><strong>To discuss the evidence and available</strong></td>
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<tr>
<td><strong>research on dangerous and severe</strong></td>
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<td><strong>personality disorders and treatment</strong></td>
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<td><strong>approaches.</strong></td>
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<td><strong>Wednesday 27 April 2005</strong></td>
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<tr>
<th><strong>8. VISIT TO MINISTRY OF JUSTICE</strong></th>
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<tbody>
<tr>
<td><strong>PARIS</strong></td>
</tr>
<tr>
<td><strong>Key contact:</strong> Martine Birling</td>
</tr>
<tr>
<td>International Relations Coordinator</td>
</tr>
<tr>
<td>8-10 Rue du Renard 75004 Paris</td>
</tr>
<tr>
<td><a href="mailto:Martine.Birling@justice.gouv.fr">Martine.Birling@justice.gouv.fr</a></td>
</tr>
<tr>
<td>Norbert Vila</td>
</tr>
<tr>
<td>OIC Development of Work in Prisons</td>
</tr>
<tr>
<td>13, place Vendome 75042 Paris, Cedex 01</td>
</tr>
<tr>
<td><a href="mailto:Norbert.Vila@justice.gouv.fr">Norbert.Vila@justice.gouv.fr</a></td>
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<tr>
<td><strong>To discuss the French Prison system,</strong></td>
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<td><strong>current issues, mixed public private prison</strong></td>
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<td><strong>management and the approach to</strong></td>
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<td><strong>providing work opportunities for prisoners</strong></td>
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<td><strong>in community and with the private sector.</strong></td>
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<th><strong>9. VISIT TO BAPAUME - MIXED</strong></th>
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<tr>
<td><strong>MANAGEMENT MODE PRISON</strong></td>
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<tr>
<td><strong>Key contact:</strong> M Laurent, Directeur</td>
</tr>
<tr>
<td>Bapaume Prison (Centre de Detention)</td>
</tr>
<tr>
<td>Chemin des Anzacs 62450 Bapaume</td>
</tr>
<tr>
<td>Phillippe Bonne, Attaché Jean Pierre Basile</td>
</tr>
<tr>
<td>Adjointe au Chef de l'Unite Prive <a href="mailto:jeanpierre.basile@sedexho-fr.com">jeanpierre.basile@sedexho-fr.com</a></td>
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<tr>
<td><strong>To visit the mixed management mode prison and the work in private sector opportunities for prisoners</strong></td>
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<td><strong>Wednesday 4 May 2005</strong></td>
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<th><strong>10. VISIT TO NORWEGIAN CENTRE FOR</strong></th>
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<tr>
<td><strong>THE STUDIES OF CONDUCT PROBLEMS AND INNOVATIVE</strong></td>
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<td><strong>PRACTICE LTD</strong></td>
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<tr>
<td><strong>Key contact:</strong> Bernadette Christensen</td>
</tr>
<tr>
<td>Director National Implementation Team</td>
</tr>
<tr>
<td>Adolescents</td>
</tr>
<tr>
<td>Atferdssenteret - Unirand AS PO Box 1565 Vika</td>
</tr>
<tr>
<td>0118 Oslo Norway, Klingenbergt 4 <a href="http://www.atferd.unirand.no">www.atferd.unirand.no</a></td>
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<tr>
<td><strong>ESTABLISHING MST IN NORWAY</strong></td>
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<td><strong>AS A NATIONAL PROGRAM</strong></td>
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<td><strong>To discuss the origin and establishment of</strong></td>
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<tr>
<td><strong>MST in Norway - factors contributing to success and problems.</strong></td>
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<td><strong>Friday 6 May 2005</strong></td>
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<th><strong>11. VISIT TO OSLO MST TEAM</strong></th>
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<tbody>
<tr>
<td><strong>Key contact:</strong> Aud Haugbjorg</td>
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<tr>
<td>Supervisor MST Oslo Team Heimdalgs 36</td>
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<tr>
<td><strong>THE OSLO MST EXPERIENCE</strong></td>
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<td><strong>To discuss experiences in establishing the Oslo MST teams.</strong></td>
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<tr>
<td><strong>0578 Oslo Norway</strong></td>
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<tr>
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</tr>
<tr>
<td>Jan Storo</td>
</tr>
<tr>
<td><a href="mailto:Jan.storo@bfc.oslo.kommune.no">Jan.storo@bfc.oslo.kommune.no</a></td>
</tr>
<tr>
<td>Inge Lunde</td>
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<tr>
<th><strong>12. VISIT TO NORWEGIAN MINISTRY OF CHILDREN &amp; FAMILY AFFAIRS AND MINISTRY OF LAW</strong></th>
<th>To discuss legal and organisational arrangements for children and young people who are at risk of criminal behaviour or are committing crimes.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key contact:</strong> Brynjulf Bjorklid, Senior Advisor</td>
<td><strong>Tuesday 10 May 2005</strong></td>
</tr>
<tr>
<td>Department of Children and Youth Policy</td>
<td></td>
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<tr>
<td>Ministry of Children and Family Affairs</td>
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<tr>
<td>Akersgata 59</td>
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<tr>
<td>0118 Oslo Norway</td>
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<tr>
<td><em><a href="mailto:brynjulf.bjorklid@bfd.dep.no">brynjulf.bjorklid@bfd.dep.no</a></em></td>
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<tr>
<td>Annabrit Norman</td>
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<tr>
<td>Ministry of Justice and Police</td>
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<th><strong>13. VISIT TO OSLO BOARD</strong></th>
<th>To discuss the role and function of the County Welfare Board in determining whether young people are presented to a criminal court and making directions for the young persons welfare.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Key contact:</strong> Aunden Edwarden</td>
<td><strong>Tuesday 10 May 2005</strong></td>
</tr>
<tr>
<td>Head of County Social Welfare Board</td>
<td></td>
</tr>
<tr>
<td>City of Oslo - 0118 Oslo Norway</td>
<td></td>
</tr>
<tr>
<td>Klingenbergggt 4</td>
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<tr>
<td><em><a href="http://www.atferd.unirand.no">www.atferd.unirand.no</a></em></td>
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<th><strong>14. RESEARCH DATA ON NORWEGIAN MST PROGRAM</strong></th>
<th>To discuss research results of the Norwegian MST programs.</th>
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<tbody>
<tr>
<td><strong>Key contact:</strong> Bernadette Christensen</td>
<td><strong>Wednesday 11 May 2005</strong></td>
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<tr>
<td>Director National Implementation Team</td>
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<th><strong>15. ABORIGINAL POLICY DEVELOPMENT - COMMUNITY INCLUSION</strong></th>
<th>Discuss progress of Aboriginal policy for CSC.</th>
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<tbody>
<tr>
<td><strong>Key contact:</strong> Bruce Anderson, A/Director General</td>
<td><strong>Monday 16 May 2005</strong></td>
</tr>
<tr>
<td>Aboriginal Initiatives Branch</td>
<td></td>
</tr>
<tr>
<td>340 Laurier Ave, Ottawa</td>
<td></td>
</tr>
<tr>
<td><em><a href="mailto:AndersonBR@esc-sec.gc.ca">AndersonBR@esc-sec.gc.ca</a></em></td>
<td></td>
</tr>
<tr>
<td>Michelle Parsons Policy and Research Officer</td>
<td></td>
</tr>
<tr>
<td><em><a href="mailto:parsonsML@esc-sec.gc.ca">parsonsML@esc-sec.gc.ca</a></em></td>
<td></td>
</tr>
<tr>
<td>Rayette Ferrault, Manager</td>
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<tr>
<td></td>
<td>Aboriginal Relations</td>
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</tr>
<tr>
<td>16. HORIZONTAL FRAMEWORK FOR FIRST NATIONS CORRECTIONS INITIATIVES</td>
<td>Ed Buller, Director, Aboriginal Corrections Policy Public Safety and Emergency Preparedness</td>
</tr>
<tr>
<td>Key contact:</td>
<td><a href="mailto:Ed.Buller@psepc.gc.ca">Ed.Buller@psepc.gc.ca</a></td>
</tr>
<tr>
<td>Frank Gale</td>
<td></td>
</tr>
<tr>
<td>Emails - Meredith Porter</td>
<td></td>
</tr>
<tr>
<td>17. RESEARCH PROGRAM, HEALTH SERVICES AND WOMEN IN CSC</td>
<td>Larry L Motiuk Director General Research Correctional Services of Canada 240 Laurier Ave Ottawa <a href="mailto:motiukl@esc-scc.gc.ca">motiukl@esc-scc.gc.ca</a> Gil L Carriere Aboriginal Health Coordinator, Health Services <a href="mailto:carrieregl@esc-scc.gc.ca">carrieregl@esc-scc.gc.ca</a> Shereen Benzvy-Miller, Director General Rights, Redress and Resolution <a href="mailto:millSB@esc-scc.gc.ca">millSB@esc-scc.gc.ca</a></td>
</tr>
<tr>
<td>Key contact:</td>
<td></td>
</tr>
<tr>
<td>18. ABORIGINAL COMMUNITY DEVELOPMENT AND HEALING APPROACHES</td>
<td>Ed Buller, Director of Aboriginal Corrections Policy Public Safety and Emergency Preparedness</td>
</tr>
<tr>
<td>Key contact:</td>
<td><a href="mailto:Ed.Buller@psepc.gc.ca">Ed.Buller@psepc.gc.ca</a></td>
</tr>
<tr>
<td>Pennie Louttit, Policy Analyst Aboriginal Corrections Policy <a href="mailto:louttit@ysn.on.ca">louttit@ysn.on.ca</a></td>
<td></td>
</tr>
<tr>
<td>19. VISIT TO WILLIAM HAY JUVENILE DETENTION CENTRE &amp; SHERWOOD OPEN INSTITUTION FOR JUVENILES</td>
<td>Gordon Boyd Director Youth Justice Services William Hay Centre 3000 Hawthorne Road Ottawa, ON (613) 738-2104 ext 225 <a href="mailto:ghoyd@ysn.on.ca">ghoyd@ysn.on.ca</a></td>
</tr>
<tr>
<td>Key contact:</td>
<td>Bill Fenn Coordinator Sherwood Detention Centre, Youth Justice Services</td>
</tr>
<tr>
<td>20. VISIT TO PROFESSOR BOURDUIN - MST ORIGINS &amp; DEVELOPMENTS FOR JUVENILE SEX OFFENDERS</td>
<td></td>
</tr>
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<td>---</td>
<td></td>
</tr>
</tbody>
</table>
| **Key contact:** Professor Charles Bourduin  
  Professor and Director  
  Missouri Delinquency Project  
  Department of Psychological Services  
  108A McAlester hall  
  Columbia MO 65211-2500  
  bourduinC@mizzou.edu |

**Wednesday 18 May 2005**
To discuss how MST started; the factors contributing to its wider adoption and success and barriers to success; and, new developments in the area of juvenile sex offenders and the application of MST to this group of offenders.

<table>
<thead>
<tr>
<th>21. VISIT ROBERT PERRY, COURT ADMINISTRATOR AND ROBERT PERRY JUVENILE INSTITUTION</th>
</tr>
</thead>
</table>
| **Key contact:** Robert Perry  
  3919 Dublin Ave  
  Columbia, Missouri 65203  
  Youngperry@aol.com |

**Friday 20 May 2005**
To discuss the shift from use of existing juvenile sanctions to the adoption of MST by the Juvenile Court in Columbia Missouri and issues of implementation.

<table>
<thead>
<tr>
<th>22. VISIT WITH PhD STUDENT THERAPISTSM FOR MST</th>
</tr>
</thead>
</table>
| **Key contact:** Professor Charles Bourduin  
  Professor and Director  
  Missouri Delinquency Project  
  Department of Psychological Services  
  108A McAlester hall  
  Columbia MO 65211-2500  
  bourduinC@mizzou.edu  
  PhD students:  
  Scott Ronis  
  ScottRonis@mizzou.edu  
  Amy Damashe  
  DamashekA@mizzou.edu |

**Monday 23 May 2005**
To discuss the students’ role and views of implementation issues for MST.

<table>
<thead>
<tr>
<th>23. VISIT TO COMMUNITY ALTERNATIVES - MST PROGRAM IN ST LOUIS, MISSOURI</th>
</tr>
</thead>
</table>
| **Key contact:** Gary Morse  
  CEO, Community Alternatives  
  3738 Chouteau Ave  
  Suite 200  
  St Louis, MO 63110  
  gmorse@community-alternatives.org  
  Mike Lampeing  
  MST Therapist  
  Community Alternatives  
  mlampeing@community-alternatives.org |

**Monday 23 May 2005**
To discuss the use of the MST program by the Community Alternatives non-government organisation, breadth of its application and system issues.

<table>
<thead>
<tr>
<th>24. VISIT TO OKIMAW OHCI &amp; COMMUNITY ELDERS</th>
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<tbody>
<tr>
<td><strong>Key contact:</strong> To develop an understanding of the level of involvement of the Cree Nekaneet</td>
</tr>
<tr>
<td>Key contact: Clare McNab</td>
</tr>
<tr>
<td>--------------------------------------------------------------</td>
</tr>
<tr>
<td>Kikawinaw (Warden)</td>
</tr>
<tr>
<td>Okinaw Oci, Maple Creek Healing Lodge</td>
</tr>
<tr>
<td>CP 1929, Maple Creek SKS0N 1N0</td>
</tr>
<tr>
<td>Canada</td>
</tr>
<tr>
<td><a href="mailto:menabce@cse-scc.gc.ca">menabce@cse-scc.gc.ca</a></td>
</tr>
<tr>
<td>Margaret and Johnny Oakes</td>
</tr>
<tr>
<td>Elders, Cree Nekaneet</td>
</tr>
<tr>
<td>Maple Creek SKS0N 1N0, Canada</td>
</tr>
<tr>
<td>25. VISIT TO CSC PRAIRIE REGION HEADQUARTERS</td>
</tr>
<tr>
<td>Key contact: Lawrence Bernouf</td>
</tr>
<tr>
<td>Regional Administrator</td>
</tr>
<tr>
<td>Aboriginal Initiatives</td>
</tr>
<tr>
<td>Regional Headquarters, Prairies</td>
</tr>
<tr>
<td>2313 Hanselman Place</td>
</tr>
<tr>
<td>Saskatoon, SK, S7K 3X5</td>
</tr>
<tr>
<td><a href="mailto:burnoufla@cse-scc.gc.ca">burnoufla@cse-scc.gc.ca</a></td>
</tr>
<tr>
<td>Genevieve Levoie</td>
</tr>
<tr>
<td>A/Programme Manager</td>
</tr>
<tr>
<td><a href="mailto:levolege@cse-scc.gc.ca">levolege@cse-scc.gc.ca</a></td>
</tr>
<tr>
<td>26. VISIT TO WILLOW CREE HEALING LODGE</td>
</tr>
<tr>
<td>Key contact: Mary Lou</td>
</tr>
<tr>
<td>A/Director</td>
</tr>
<tr>
<td>Willow Cree Healing Lodge</td>
</tr>
<tr>
<td>Duck lake</td>
</tr>
<tr>
<td>Saskatchewan</td>
</tr>
<tr>
<td>Dennis Gamble</td>
</tr>
<tr>
<td>Aboriginal Liaison officer</td>
</tr>
<tr>
<td>Elders: Norm</td>
</tr>
<tr>
<td>Phyllis</td>
</tr>
<tr>
<td>John Stonechild</td>
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</tbody>
</table>
Safe & Sustainable Communities
Aboriginal communities are safe, stable and sustainable

Social Support and Community Well-being
Strengthen individual, family and community well-being

Community Safety & Justice
Just, peaceful and safe Aboriginal communities

Community Infrastructure
Community infrastructure is reasonably comparable to that of other Canadian communities of similar size and geographic region

Social Support

Individual & Family Well-being

Emergency Management

Prevention

Policing

Justice

Corrections

Horizontal Aboriginal Framework
Canadian Lake near Calgary

Cypress Hills overlooking the Prairies in Southern Saskatchewan