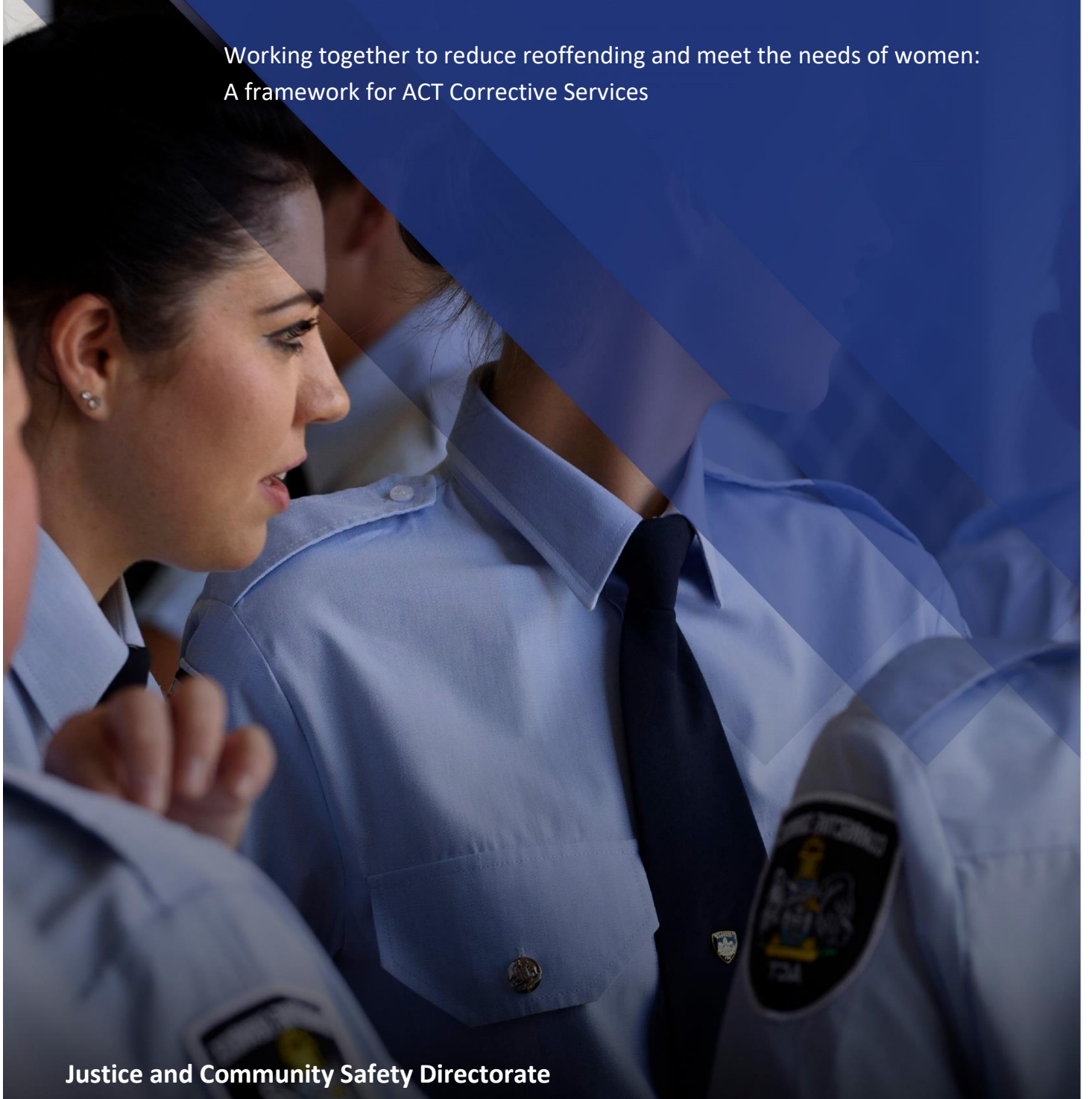




ACT
Government

Walking with women on the **Pathway to change**

Working together to reduce reoffending and meet the needs of women:
A framework for ACT Corrective Services



Justice and Community Safety Directorate

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We acknowledge the Traditional Custodians of the ACT, the Ngunnawal people. We acknowledge and respect their continuing culture and the contribution they make to the life of this city and this region.

Contents

FOREWORD	4
FRAMEWORK AT A GLANCE	5
PURPOSE AND CONTEXT.....	7
PART 1 – PRINCIPLES AND LEVERS	10
1. GENDER-INFORMED APPROACH	11
2. HUMAN RIGHTS	11
3. CULTURAL SENSITIVITY.....	11
4. HOLISTIC APPROACHES	11
5. RESPONSIVITY.....	12
6. RELATIONSHIPS	12
7. REHABILITATION.....	16
8. REINTEGRATION	19
9. SYSTEMIC FACTORS.....	21
PART 2: WOMEN IN THE CORRECTIONAL SYSTEM	25
10. SERVICE DEMAND ACROSS AUSTRALIA.....	25
11. CUSTODIAL OPERATIONS IN THE ACT	25
12. COMMUNITY CORRECTIONS IN THE ACT	28
PART 3: KEY ISSUES FOR WOMEN OFFENDERS	30
13. SHORT TERM CUSTODY.....	30
14. COMMUNITY VS CUSTODIAL INTERVENTIONS	30
15. THERAPEUTIC COMMUNITIES.....	31
PART 4: BETTER PRACTICE FOR WOMEN OFFENDERS.....	32
16. EFFECTIVE INTERVENTIONS	32
17. PROGRAMS AND SERVICES FOR WOMEN	33
TERMINOLOGY	35
REFERENCES	37

Foreword

The ACT Corrective Services (ACTCS) Walking with Women on the Pathway to Change Framework (the 'Framework') builds on our commitment to ensuring we provide an equitable service across our operations. It achieves this by examining the factors that support women with custodial or community orders and setting out the levers that enhance rehabilitative and reintegrative outcomes. It also builds on the important aims of the ACT Government's *Second Women's Action Plan 2020-22: Equity Together* and the *Reducing Recidivism* initiative to ensure that sustainable and quality justice outcomes are in place for a safer community.

While women represent a small cohort within the correctional system in the ACT, service provision should be equally and equitably aligned to ensure that appropriate gender-based responses are accessible and informed by individual needs assessments. As a correctional service, ACTCS recognises that all individuals should be held accountable for the crimes they commit, and that targeted service delivery and support can result in reducing re-offending for a safer community. For women in the correctional system, there is often a significant interplay between offending, trauma and complex or fractured living situations that requires a holistic response.

Development of the Framework was undertaken in consultation with community stakeholders and women with lived experience of the justice system. The findings of the consultation demonstrated that gender-responsive and trauma-informed practices should be considered for service design, and that service pathways should be implemented to support reintegration with a focus on prosocial networks.

Implementation of this Framework will continue to be progressed in consultation, with involvement from government, community sector representatives, individuals, and the business sector, providing an important avenue for input, collaboration, and service development to support the achievement of outcomes for women offenders.

I look forward to the operationalisation of this Framework during 2021 and the achievements of continuing to work together with women on a pathway to positive change.

Ray Johnson APM
Commissioner
ACT Corrective Services

Framework at a glance

Overall Objective

The ACT Corrective Services (ACTCS) Walking with Women on the Pathway to Change Framework (the 'Framework') has been developed to support a gender-responsive, individualised service delivery that recognises that women are a minority in the correctional service system and have specific needs that are fundamentally different to their male counterparts. The Framework highlights contemporary evidence-based practice and principles that support the objectives of ACTCS to reduce (re)offending and (re)incarceration by improving the lives and wellbeing of women in the ACT correctional system.

"Support us in creating better lives"

(Women offenders)

Overview

The Framework incorporates best practice principles and levers to effect change that have been identified through research and stakeholder feedback. The four principles that underpin the Framework are:

- gender-informed approach
- human rights
- cultural sensitivity
- holistic approach.

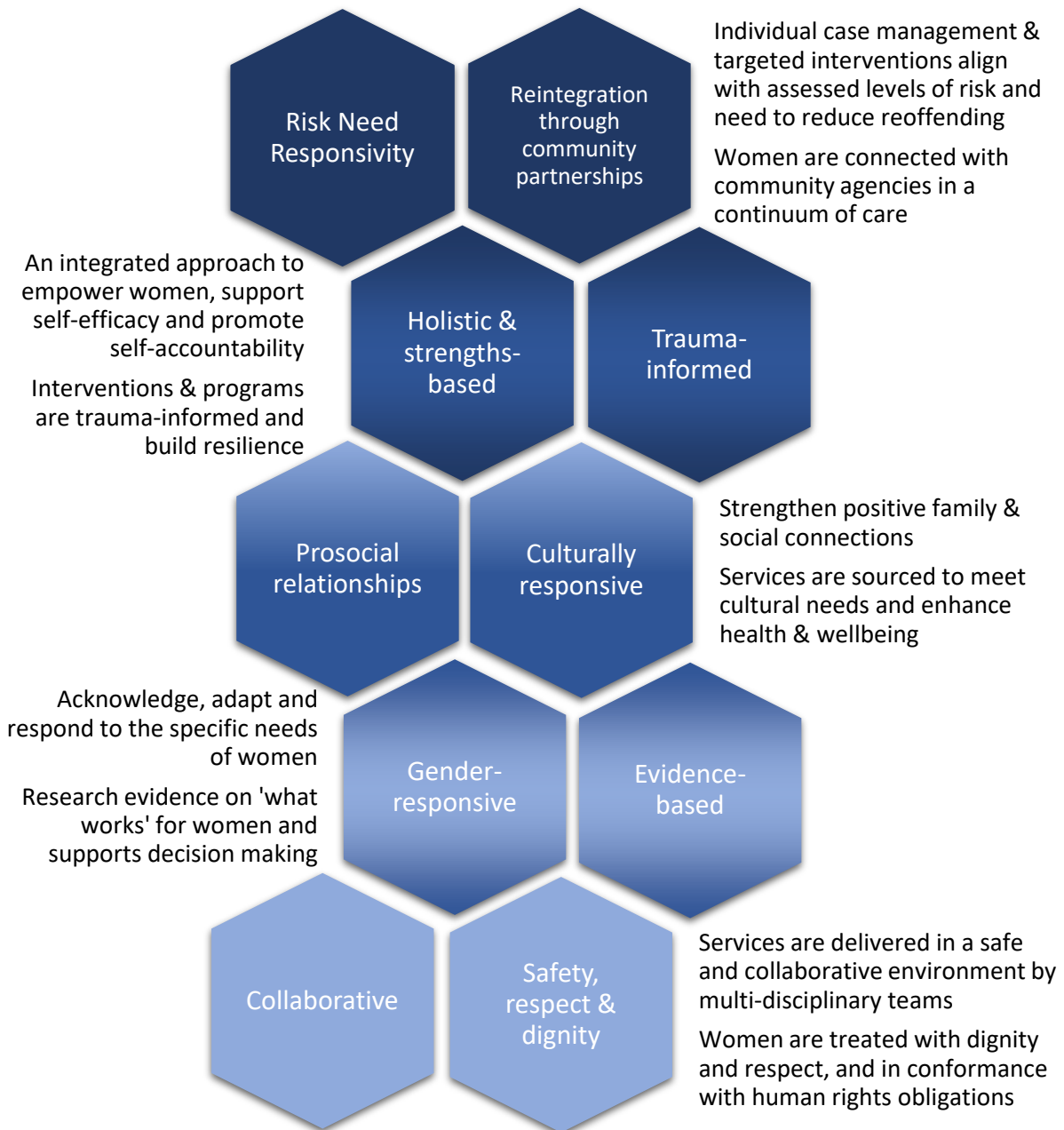
These principles will be utilised to implement a *Risk Need Responsivity* model for women in the correctional system using strategies that support *relationships, rehabilitation, and reintegration*. The use of an individualised approach to programs and interventions is reinforced throughout the Framework to strengthen relationships, address behavioural factors and ensure continuity of supports into the community post-release.

Systemic factors provide additional system wide levers that support and enable effective program and practice changes. The Framework incorporates elements which have been identified through research and in consultation with government and non-government partners and stakeholders, including women with lived experience of the justice system.

The Framework is consistent with national and international best practice for corrections.

Building a pathway to change

The Framework will be implemented through the development of an operational model which will be introduced in 2021 and encompass women-focused interventions and programs to reduce reoffending and improve the wellbeing of women offenders.



Purpose and context

The purpose of the Framework is to provide evidence-based guiding principles for the management of women offenders in the ACT, in both custodial and community correctional environments.

The National Corrections Advisory Group (NCAG) derived the following definitions for *the Report on Government Services 2013*:

- *Offenders* are adults serving a community-based corrections order, which includes bail orders if these orders are subject to supervision by community corrections officers.
- *Detainees* are people held in full time custody under the jurisdiction of an adult corrective services agency. This includes sentenced detainees serving a term of imprisonment and unsentenced detainees held on remand (this definition also incorporates the ACT legislative definition of a detainee).

For the purposes of this Framework, the term *Offenders* is used as a collective noun to reflect individuals interacting with ACT Corrective Services from the time of conviction to sentence completion. Note that the characteristics and best practice advice contained in the Framework may also be applicable to women on remand and, whilst not convicted of an offence, these women may benefit from this approach where appropriate.

The Framework sets out principles for a gender-informed and gender-responsive approach across custodial and community corrections, rehabilitation, and reintegration to deliver better outcomes for women offenders. While a significant amount of available theory and research about offender management is applicable to both men and women, improved outcomes for women offenders are more likely through the utilisation of gender-informed practices.

Women offenders experience a range of co-occurring issues that require a holistic response. ACTCS acknowledges that partnerships with other government agencies and community sector providers are fundamental to the integration and continuity of supports and services for women; to ensure appropriate responses to cultural diversity; and to maintain community connectedness.

Jurisdictional Context

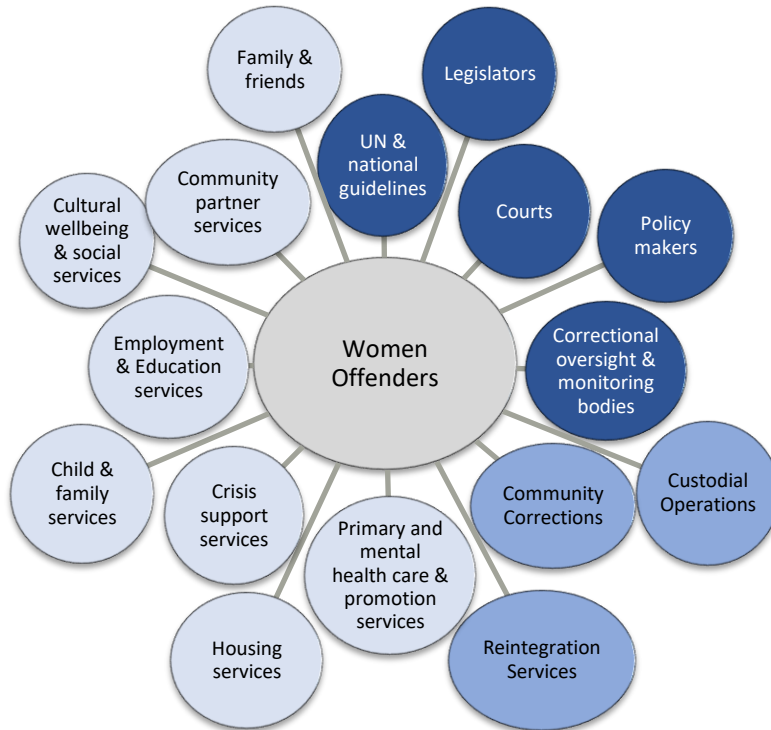
As a small jurisdiction both in land mass and population, economy of scale considerations impact on the availability of specialist services in the ACT and the need to work effectively with other jurisdictions.

The Framework aligns with the ACT Government commitment to Reducing Recidivism and the *ACT Second Women's Action Plan 2020-22*. It builds on the *ACTCS Strategic Plan 2019-24 'One Team One Purpose – Supporting a Safer Community'* and aligns with other ACT Government initiatives such as the *Justice Reinvestment Strategy*, which centres on identifying and addressing key drivers of crime in the ACT and identifying points in the criminal justice system to reduce offending.

The ACT *Building Communities not Prisons* initiative brings together a range of strengths-based supports and inclusive pathways that lead to better life outcomes for people cycling in and out of custody. These include evidence-based programs focused on addressing the root causes of offending, improving sentence

management, and increasing capacity for more targeted and individual service responses. The Framework will assist to inform those pathways.

Elements that impact on the treatment of women offenders



Legislative and Policy Context

The Framework considers and responds to the applicable legislative and policy environment, including:

- legislation, such as the *Corrections Management Act 2007 (CMA)*, *Crimes (Sentencing) Act 2005*, *Crimes (Sentence Administration) Act 2005* and *Human Rights Act 2004*;
- international guidelines, such as the *United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (2010)* - the ‘Bangkok Rules’;
- the Corrective Services Administrators’ Council (CSAC) national *Guiding Principles for Corrections in Australia 2018*, *Australian Offender Program and Facilitation Standards 2013* and *Indigenous Strategic Framework 2016*;
- the *Human Rights Principles for ACT Correctional Centres (2019)*; and
- the ‘Healthy Prisons’ concept, which advocates that detainees are held safely and feel safe; treated with respect for their human dignity; encouraged to improve themselves through the provision of purposeful activity; prepared for release into the community and assisted to reduce the likelihood of reoffending.

The Framework also operates in tandem with other key ACTCS frameworks and policies, such as the *Rehabilitation Framework*, and the future *Aboriginal and Torres Strait Islander Offender Framework* and *Integrated Offender Management* model.

Risk Need Responsivity

In 2017-18, the *ACTCS Rehabilitation Framework* carefully considered research evidence across jurisdictions, genders and cultures to ensure the greatest level of applicability for all detainees. A key concept within that framework is Risk Need Responsivity (RNR), which is established as the evidence-based foundational approach across all Australian correctional services.

‘Generic responsivity’ includes the use of cognitive social learning methods to influence behaviour and external factors such as staff interactions and a constructive environment that supports behaviour change. RNR incorporates ‘specific responsivity’ that refers to targeted interventions matched to an offender’s individually assessed risk level and factors, with corresponding intensity, and inclusiveness tailored to the offender’s learning style, motivation, abilities and strengths (specific responsivity).

The RNR approach allows for appropriate consideration of assessment factors and service responsivity levels that apply to men and women.

The RNR model identifies the following eight critical static and dynamic risk factors for offending pathways:

- History of criminal activity
- Anti-social/pro-criminal thoughts and attitudes
- Anti-social/prom-criminal peers
- Anti-social personality pattern
- Family and partner relationships
- Education and work performance
- Alcohol and other drug use
- Level of prosocial recreation/leisure activities.

While these factors are generally common across genders, some of them have a particularly gendered dimension or emphasis. For women, this may include relationships with family and partners, parenting and caregiving roles, barriers and discrimination in the workplace, links between alcohol and drug use, victimisation, trauma and mental health. High need is not directly correlated to high risk – the number and complexity of women’s needs should not result in higher levels of correctional intervention.

The *ACTCS Rehabilitation Framework* acknowledges that women’s pathways into the criminal justice system, offence severity and type, and women’s social relationships and experiences vary to men’s pathways, experiences and drivers.

Part 1 – Principles and Levers

The four principles of this Framework were identified through research and stakeholder feedback:

- gender-informed approach
- human rights
- cultural sensitivity
- holistic approach.

Within these principles sit four levers that enable positive action in the context of the principles and overall approach of responsivity. The levers are: *Relationships, Rehabilitation, Reintegration and Systemic Factors*. Each lever affects the others, and the degree to which any one is successful will depend in part on the successful interventions of the others. *Systemic Factors* underpin the other levers as a critical dependency that spans across the whole model. Each of the Principles and levers are depicted in the below diagram and considered in more detail below.



1. Gender-informed Approach

While a significant amount of available theory and research about offender management is applicable to both men and women, a gender-informed approach is built on theories of women's crime, considering the characteristics of women who offend and factors that affect the response of women to interventions.

Services and programs provided to women should be gender-aware at design, development and delivery stages. A gender-responsive approach promotes positive offender behaviour change which in turn contributes to reduced reoffending and a safer community. Women are more likely to respond well to gender-informed approaches if their backgrounds and pathways to offending are associated with gendered issues. The literature identifies that gender responsiveness is essential to case management.

2. Human Rights

ACTCS is a public authority under the *Human Rights Act 2004*. The human rights principles underpin the *Corrections Management Act 2007* and this Framework. They guide policy development and everyday practice and management. A human rights approach is achieved through:

- treating people with dignity and respect
- empowering people to participate directly in decisions about their health and wellbeing
- self-determination in relation to their life choices
- informed consent and adequate and accurate information to support decision making
- adopting strategies to improve self-esteem and self-worth
- access to non-judgmental and non-discriminatory services
- access to advocacy processes to protect rights in service delivery and basic consumer rights
- respect for the right to privacy.

3. Cultural Sensitivity

Culturally appropriate and safe services accessible to all women in custodial and community correctional settings are crucial. ACTCS recognises that strengthening cultural competency within organisational practice is important in addressing the cultural needs of all women. Careful consideration of a person's individual life experience and perspective, rather than assumptions of a universalised 'women's experience', is critical in the development of responsive programs for women offenders.

4. Holistic Approaches

Every individual has overlapping and interconnected social identities including gender, sexuality, culture, nationality, socioeconomic background, ability, health status, familial and other relationships and other individual characteristics. The variation in these factors impacts women's lived experiences and their pathways to offending behaviour, as well as their pathways to a law-abiding lifestyle. Interventions for women require holistic approaches, multiple systems of support, and integrated service delivery to meet varied and complex needs. Interventions that target any single element without considering the effects of identity, history and relationships on that element are unlikely to succeed in the longer term.

5. Responsivity

Responsivity is about tailoring support and services to the specific needs of the offender, and incorporating targeted interventions matched to an offender’s individually assessed risk level and circumstances. The level of intensity and inclusiveness is tailored to the individual’s learning style, motivation, abilities, and strengths. Responsivity includes the use of cognitive social learning methods to influence behaviour, and factors such as staff interactions and a constructive environment that supports behaviour change. Responsivity is the core principle for the Framework and provides the foundation for relationships, rehabilitation and reintegration.

6. Relationships

Women generally attach a great level of importance to relationships and their interactions with others. Research shows that women favour services that are delivered by workers who are reliable, holistic, collaborative, understand the women's perspective, focus on strengths and who are optimistic¹. This highlights the need for ensuring that services are delivered in ways that are respectful and responsive to women’s specific needs.

Women’s offending can also occur in association with intimate relationships – family, friends and partners. Women experience different relationship pressures in family and partner relationships than men, including enduring greater levels of trauma, and expectations of caregiving responsibility for dependent children. These contribute to it being harder for women to leave anti-social relationship contexts. An apparent lack of motivation for change may be linked to experience of abusive relationships. Offending behaviours such as problematic drug use may be symptoms of underlying relationship problems rather than the cause.

Mentoring may be beneficial in all aspects of life for women offenders. Research suggests that programs should include strategies that:

- establish mentoring relationships with women while in custody that continue to provide support upon release (including to navigate banking, housing, shopping on a budget, etc.)
- ensure a mentor is in the workplace
- provide a key support person with access to a range of support services.

Developing and maintaining positive relationships between women offenders, their support network and support services creates a foundation for change. This Framework identifies two main aspects underpinning this Principle: strengthening positive social connections and cultural responsiveness.

6.1 Strengthen positive social connections

Strengthening positive social connections is essential in the development of relationships and the rehabilitation and reintegration of women in the correctional system. Beneficial outcomes increase where support services engage with women soon after they enter custody. This enables relationships and trust to

¹ C Trotter, G McIvor, & R Sheehan, ‘The effectiveness of support and rehabilitation services for women offenders’, *Australian Social Work*, 65(1), 2012, pp. 6-20.

develop so women know how to continue to access services upon release and are motivated to do so. Early engagement with service providers also means women can plan for their release by establishing the necessary practical supports required to lead a prosocial life, consistent with the concept of reintegration.

Community service providers are essential in achieving this, and ways this could be achieved include:

- access to housing providers while women are in custody;
- access to financial counsellors on admission to assist with financial management
- participating in established groups run by the community that continue to provide a prosocial community post release
- early referral to community organisations so that needs can be identified, and rapport can be established prior to release.

As family support is a protective factor for women and associated with reduced rates of reoffending, relationship mediation and support services are important. In this context, encouraging women to develop and maintain prosocial family relationships and taking account of relationship needs with partners and children should be considered as part of sentence management planning.

Children may be a considerable incentive for change. Women may sustain motivation to achieve a longer-term goal to resume primary care responsibilities for their children. They may also gain insight into the impacts their behaviours or unaddressed health conditions have had on their children.

Gender-responsive support should target key factors that are relevant to women offenders, including parenthood, physical and mental health, disability and financial independence.

Parenthood

Most women in custody in Australia are parents (54 per cent)². Some may face challenges relating to single parenting and social disadvantage. Support to build and maintain prosocial relationships and desistance can be supported through:

- increasing the ability for women to contact and connect with their children (such as an incentive program that allows for longer visits with children as a reward for good behaviour)
- working with women to improve their interactions and relationships with other services
- improving opportunities for organisations working with government services to support parents.

The literature³ suggests imprisonment can provide women with better access to health care during pregnancy, however short periods of imprisonment may interrupt perinatal care and risk poorer outcomes for mother and child. As a result, the close support of health services, social and cultural supports and links to post-release community care are critical for pregnant women in custody.

² AIHW, The Health of Australia's Prisoners, Canberra, AIHW, 2019.

³ AIHW, 2019.

Health and Disability Support

People in the corrections system are some of the most vulnerable in society. Many live with chronic conditions which are considered preventable, including poor diet, physical inactivity, obesity, tobacco smoking, problematic alcohol and drug use and unsafe sexual practices. They may be from lower socioeconomic areas and have poor access to medical care.

In the 2018 survey, *The Health of Australia's Prisoners*, almost half of the women entering custody reported a history of a chronic physical health condition and 65 per cent reported a history of a mental health condition. One quarter reported limitation caused by a long-term health condition or disability that affected their participation in education, employment, or everyday activities. In another survey, among Aboriginal and Torres Strait Islander women in custody, approximately 86 per cent reported a history of mental health conditions⁴.

People with cognitive impairments such as Foetal Alcohol Spectrum Disorder (FASD)⁵ and Acquired Brain Injury (ABI) are more likely to have interactions with the justice system than others⁶. Women with a history of domestic and family violence may demonstrate neurological signs associated with having sustained repeated head injuries. This is particularly relevant for women in custody where past experience of domestic and family violence may be especially high.

The literature recognises the need for accessible health care and support services for women in the correctional system. Of particular note:

- the health needs of women at various ages and stages of life should inform service and care provision
- a range of integrated services and trauma-informed care is essential in providing support for mental health
- greater advocacy, awareness, and relevant and accessible services for people with a disability is required
- disability should be considered as a risk factor for assessment for women
- women offenders with lifelong cognitive impairments, such as ABI and FASD have complex cognitive, behavioural and intellectual needs that require consideration.

⁴ Australia's National Research Organisation for Women's Safety . 'Women's imprisonment and domestic, family, and sexual violence: Research synthesis'. *ANROWS Insights*, 2020.

⁵House of Representatives Standing Committee on Social Policy and Legal Affairs, FASD: the hidden harm, Inquiry into the prevention, diagnosis and management of Fetal Alcohol Spectrum Disorder, Canberra, Commonwealth of Australia, 2012.

⁶ M Jackson, G Hardy, P Persson, & S Holland, 'Acquired Brain Injury in the Victorian prison system'. Corrections Research Paper Series Paper, no. 4. Melbourne, Department of Justice Victoria, 2011.

6.2 - Cultural responsiveness

Women from many cultures are exposed to the justice system. In the ACT, the two largest cultural groups women offenders identify with are Caucasian or Aboriginal or Torres Strait Islander women.

Cultural responsiveness – Aboriginal and Torres Strait Islander cultures

Culture is crucial when considering the variance in needs and empowerment of Aboriginal and Torres Strait Islander women. Historically, western European concepts of equality for women and feminism have not reflected the goals, or adequately promoted the agency, of Aboriginal and Torres Strait Islander women.

The literature suggests Aboriginal and Torres Strait Islander women have similar issues, risk factors and offending pathways to other women who offend. However, Aboriginal and Torres Strait Islander women have a significant cultural overlay on their issues and risk factors for offending, including historical and inter-generational trauma arising from colonisation, dispossession, social dislocation, loss of language and stolen generations. The holistic concept of social and emotional wellbeing for Aboriginal people includes connection to land, culture, spirituality, family and community, which differs from traditional western health concepts.

Research undertaken in 2017 suggested 75-90 per cent of Aboriginal and Torres Strait Islander women in custody have experienced physical, emotional or sexual abuse⁷. More generally, intimate partner violence contributes an estimated 10.9 per cent to the burden of disease experienced by Indigenous women aged 18-44 years - more than any other risk factor. Aboriginal and Torres Strait Islander women are 32 times more likely to be hospitalised due to family violence than non-Indigenous women.

As many as 80 per cent of Aboriginal and Torres Strait Islander women in custody are mothers, with 20 per cent Aboriginal and Torres Strait Islander children nationally experiencing parental imprisonment⁸. The imprisonment of Aboriginal and Torres Strait Islander women contributes to gaps in parenting, income, childcare, role models and leadership in their communities, entrenching future disadvantage.

The ACT Government is committed to addressing the overrepresentation of Aboriginal and Torres Strait Islander offenders in custodial and community correctional settings through culturally safe intervention and rehabilitation. To support this goal, an *Aboriginal and Torres Strait Islander Corrections Framework* is in development to ensure that the needs of Aboriginal and Torres Strait Islander offenders are appropriately addressed and programs that contribute to improved reintegration into the community and reduced recidivism over time are implemented.

Cultural responsiveness – women from other cultural backgrounds

Six and a half per cent of women offenders in the ACT were born outside Australia⁹. They may experience additional challenges such as language barriers, isolation, discrimination and marginalisation. Women from

⁷ Australian Law Reform Council, *Pathways to justice: an inquiry into the incarceration rate of Aboriginal and Torres Strait Islander Peoples Final Report*, Sydney, Australian Law Reform Commission Report 133, 2017.

⁸ ALRC 2017.

⁹ ACT Corrective Services, unpublished Administrative Datasets, 2019.

culturally and linguistically diverse (CALD) populations may require access to culturally relevant programs and services. Connection to culture and people is key to a holistic approach to women's social and emotional wellbeing, rehabilitation and reintegration.

7. Rehabilitation

Rehabilitation provides important foundations for reducing reoffending by considering the programs and services provided to women in custody and under community supervision that deter from reoffending through promoting prosocial values and skills. Rehabilitation explores why offenders should lead a prosocial life and helps build the foundations to do so, but also should address the realities of women's lives.

A holistic, strengths-based approach that incorporates individualised cognitive-behavioural interventions; respect, safety, dignity; trauma-informed management and practice; empowerment and supporting self-efficacy is critical in rehabilitation. This must be linked with reintegration to provide the necessary supports in the community to increase the likelihood of success.

The stand-alone impact of activities such as employment and education programs, brief drug and alcohol interventions or mental health interventions on reducing reoffending is unclear and are unlikely to reduce reoffending on their own. It is essential to address the complex relationships between multiple factors that contribute to women offending and ensure evidence-based, integrated approaches to rehabilitation address the underlying factors that impact offending.

7.1 Individualised cognitive-behavioural interventions

Best practice in supporting the rehabilitation of women in the correctional system includes utilising a strengths-based approach and targeting the specific needs of these women. Rehabilitation should target:

- dynamic risk factors (e.g. antisocial personality, antisocial cognition, antisocial associates)
- criminogenic needs of higher risk offenders
- those with cognitive-behavioural interventions in a manner that is conducive to the offender's learning style, motivation, abilities, and strengths.

Therapy which focuses on dynamic risk factors and criminogenic needs, including cognitive behavioural therapy, dialectical behavioural therapy and therapy which targets emotional regulation, is considered best practice in addressing mental health issues for offenders. Stakeholders suggested both individual and group therapy offer benefits for women. Complementary benefits may be experienced by women engaging in both peer support groups and prosocial groups that are unaware of their offending. Peer support may also provide a sense of belonging and empathetic support and other prosocial groups may support women in fostering a positive identity and network of support.

7.2 Respect, safety, and dignity

Respect honours the individual needs and desires of women. It is important that the rights, safety and dignity of women are maintained. The individual desires and interests of each woman should be acknowledged and rehabilitation, particularly employment, should not be limited to stereotypical gender-based roles.

Strengthening prosocial connections is a critical component of both the principle of relationships and the principle of rehabilitation. While incarcerated, women should be engaged in rehabilitative activities that align with their needs and desires. Prosocial connections can be strengthened through:

- a structured day which incorporates meaningful and engaging activities, including employment, exercise and hobbies of interest to participants within prosocial groups
- engagement in activities that have tangible and relevant benefits relating to the goals of women offenders and provide markers of progress to indicate achievement
- development of life skills, that address criminogenic needs, such as financial literacy and management, resume writing and cooking.

7.3 Trauma-informed management and practice

Trauma and abuse, mental health issues, dependence on antisocial connections, and alcohol and other drug issues are underlying factors that impact on offending. These are more prominent for women and more closely linked with their offending pathway, particularly for property crime and sex work-related offences. A study of women sentenced for drug and/or alcohol related offences across six jurisdictions in Australia found that 87 per cent were victims of sexual, physical, or emotional abuse in either childhood or adulthood¹⁰. Problematic alcohol and drug use may be connected to historical abuse during formative years, to domestic violence trauma and may also be linked with mental illness and economic challenges.

For many imprisoned women, trauma has been experienced early in their childhood. The impact of early developmental trauma is well documented by neuroscience and interpersonal trauma experts as having a detrimental impact on the child's ability to feel safe in the world and develop trusting relationships. Imprisonment can additionally repeat abuse previously experienced in a women's life as themes of power and control replicate those of domestic and family violence and sexual violence.

Trauma-informed practices are integral to reducing the cycle of recidivism and trauma-informed services link behaviours to trauma responses. Therapy and specialised services that address the ongoing vulnerability to intimate partner violence for women following release from custody are an important consideration for sentence management planning.

Women at the intersection of being both survivor and offender add further complexity in understanding the effects of domestic and family violence and how this can contribute to higher rates of imprisonment.

Assisting women to address issues arising from mental health, unemployment or a history of trauma is likely to indirectly have the effect of reducing reoffending and is also important in encouraging positive behaviours. This could be achieved, for example, by providing access for women to trauma-informed support across all focus areas, programs and services, including timely and accessible mental health support.

Research indicates that trauma-informed programs are not specifically designed to target recidivism, instead they mainly contribute to increasing emotional wellbeing and reducing symptoms of trauma.

¹⁰ H Johnson, *Drugs and crime: A study of female incarcerated offenders*, Canberra, Australian Institute of Criminology, 2004.

However, these programs are essential in addressing behaviours and the consequences of trauma that make it more difficult for women to meaningfully engage with and benefit from other criminogenic programs and services.

7.4 Empower and support self-efficacy

Engaging women in trauma-informed services and empowering them to seek support is challenging. Commonly reported barriers to using services and supports include:

- trying to handle problems on their own
- thinking that problems will get better by themselves
- thinking that treatment won't work
- being unsure of which services and supports to access.

The complexity and interactions of these factors may lead to a cycle of victimisation, disempowerment, and offending. Assisting women to build resilience and sense of self-worth will help them to address these issues and engage in rehabilitation. It is critical to address the full range of factors in rehabilitation to provide a solid foundation for the successful reintegration of women into the community.

Financial Support

Many women enter the justice system after committing acquisitive offences (e.g. theft, robbery, burglary, fraud) and many are in debt. Financial disadvantage can lead to other crimes. For example, licence disqualification from unpaid fines may make it difficult for women to meet family needs such as transporting children to and from school or attending medical appointments and may result in imprisonment for secondary offences such as driving while disqualified.

Long term poverty, high-interest loans and debt are a reality for many women offenders. Women with younger children or with health issues may be reliant upon social security benefits and may depend on others for income such as a partner. They may be helping to pay the fines and debts of a partner or other family members. Disrupted benefits, low incomes and poor financial literacy can contribute to financial difficulties that may present a barrier or limit options for rehabilitation. Having an individual financial identity and improved financial independence may be the key to empowerment for some women. Financial literacy may also improve confidence and self-esteem.

Financial independence is a critical component of successful reintegration, and financial literacy is key in supporting women to achieve this. Approaches that could build skills and support women include:

- building literacy and numeracy skills
- providing trauma-informed education and support regarding financial abuse and independence (in collaboration with domestic, family and sexual violence services) while in custody
- on release from custody, ensuring women have supports available so they can work (i.e. childcare, transport, counselling, etc.)
- connecting women with financial management services.

8. Reintegration

Reintegration should be the follow through from rehabilitation and provide the means for women to achieve their rehabilitation goals. Reintegration is a critical transition period and support is essential for women to build desistance. Issues critical to supporting successful reintegration include: housing, finances, health, trauma, and other barriers that prevent women from leading prosocial lives. This support can be enabled through a continuum of care and community partnerships.

8.1 Continuity of care

Continuity of care is essential to the success of reintegration for women offenders. Three aspects of continuity of care are demonstrated to be key components of successful interventions:

- service continuity across sentence management
- continuity of service between custody and release into the community
- a collaborative and holistic model of care through community partnerships.

Successful reintegration into the community is further promoted if women are connected with necessary services while in custody as this supports continued access to these services post-release.

A holistic health framework is also necessary to address the myriad of issues women in corrective services face. The ideal future state of support for women offenders requires partnering with agencies, individuals and community groups. This brings together specialist knowledge and skills and the services necessary to address co-occurring and co-morbidity issues.

8.2 Community partnerships and collaboration

The offender, their family and friends, organisations (government and non-government) and the broader community collectively support reintegration into society and encourage desistance. Offenders are likely to experience practical restrictions arising from having a conviction, and psychosocial effects, including experiencing stigma and prejudice. Practical restrictions such as difficulty obtaining a Working with Vulnerable People card necessary for many roles in the sectors that women often work, or the effects of large gaps in rental history due to incarceration, are common barriers that women face when reintegrating. Successful reintegration also hinges on securing suitable housing and appropriate and meaningful employment¹¹.

Access to housing

Homelessness includes unstable housing such as supported accommodation, living temporarily in other households (couch surfing), boarding houses, temporary lodging, improvised dwellings, tents, and 'sleeping rough' on the street. Some studies show up to 32 per cent of women expected to be homeless following

¹¹ NOMS. Better outcomes for women offenders. London: National Offender Management Service, Ministry of Justice, 2015.

discharge¹². Aboriginal and Torres Strait Islander women experience greater difficulty in accessing housing post-release than non-Indigenous women.

The literature suggests housing for women should:

- be independent where possible, not shared with antisocial influences
- enable mothers to reside with their children
- be in collaboration with surrounding and on-call supports where appropriate.

Ideally, planning for post-release accommodation should commence as soon as possible after women enter custody. Providing long term support is one of the best ways to ensure women have secure and appropriate housing upon release.

Access to employment

According to the 2018 Australian Institute of Health and Welfare (AIHW) *National Prison Entrants Survey* (men and women), more than half of those surveyed have a part-secondary education level at Year 10 or lower. Only 14 per cent of women respondents reported they had been in full-time, part-time or casual work prior to imprisonment. Approximately 85 per cent of surveyed women leaving custody expected to receive Centrelink income support, most usually unemployment benefits, disability support and/or crisis payments – a rate approximately 10 per cent higher than for males leaving custody. Only 5 per cent of released women reported that they had paid employment organised to commence within two weeks of release.

Women are more likely than men to be employed in fields with enhanced pre-employment checks, (working with children, aged care, other health/human services, retail). Having a criminal record will often impact a person's employment prospects. In addition to 'working with vulnerable people' checks/registration, some offences affect assessments for jobs involving financial management. This limits the range of employment options for women who may then occupy low level positions with little chance of advancement.

¹² AIHW. *The Health of Australia's Prisoners 2018*. Canberra: AIHW, 2019.
ABS. *4517.0 Prisoners In Australia 2018, Table 22 Prisoner Characteristics, 2018*.

Supporting women with convictions to overcome barriers to employment could be enhanced through:

- building relationships and collaboration between private, community and public stakeholders to reduce the barriers and stigma for women with convictions in the workforce
- encouraging large public, private and community-based employers to identify roles for women previously involved in the justice system
- targeting rehabilitation to the needs of women post-release to aid with employment prospects (flexible employment and training options, a women specific industry during incarceration, consultation with women offenders on vocational opportunities, access to transitional release to engage in employment pre-release).

9. Systemic factors

Systemic factors relate to, and affect, all other levers for engagement with women offenders and provide the background and context that make it possible for other interventions to succeed. Key systemic factors that contribute to improving outcomes for women are: approaches based on therapeutic jurisprudence; an informed, capable and resilient workforce; effective program evaluation and improvement; and community enablers. These factors are discussed in greater detail below.

9.1 Therapeutic Jurisprudence

Service continuity across sentence management is supported by the theory of *Therapeutic Jurisprudence*. This incorporates:

- consistent and fair application of policy, expectations, and consequences
- reinforce and model prosocial behaviour (respect, courtesy, working cooperatively in a team)
- build self-confidence and a sense of self-worth
- enable skills and social supports.

9.2 An informed, capable and resilient workforce

An informed, capable and resilient workforce is critical in providing services to women offenders. This includes ensuring that service providers apply a gender-responsive lens to women (trauma-informed care, cultural, mental health, etc.), and appropriate policies and flexible practices that recognise the intersectionality of gender, race, and disability.

Building workforce capability involves ongoing training, coaching and support to equip staff to respond to particular situations and offender groups, including women. Focus areas for developing workforce capability include identifying and addressing family violence, employing a trauma-informed and holistic approach, cultural competency, strengths-focus, problem-solving skills and improving the level of motivational interaction.

The effectiveness of interventions is dependent on both the skills of the people delivering them, and on the extent to which they are delivered as intended. Program integrity includes facilitator training and supervision, coaching and the use of manuals to ensure structured delivery. Small participant numbers and funding constraints may contribute to challenges such as service instability, program frequency and inconsistency.

Literature¹³ suggests staff who model prosocial values in communication styles, behaviour and attitude are significantly related to reducing recidivism. Communication and behaviours include carefully and respectfully challenging antisocial thoughts and actions, assessing and targeting risk, using cognitive techniques and motivational interviewing. Prosocial attitudes include demonstrating fairness, reliability, role clarification, a collaborative approach and being non-judgemental.

Working with women offenders may be emotional and challenging at times so it is essential that staff are supported to maintain their own wellbeing and resilience. Training and supervision as well as wellbeing programs and services for staff were identified by stakeholders as ways to support staff and is consistent with the literature.

Professional relationships

Within human service settings, the professional relationship between practitioner and client is critical and can be more influential than the treatment model and techniques. For women, the relationship with key interveners such as Sentence Management Officers, Corrections Officers and Community Corrections Officers plays a vital role in impacting rehabilitation outcomes. This is due to the level of importance that women attach to relational aspects in their life and their interactions with others, including engagement with corrective services staff.

Research¹⁴ shows that women favour services that are delivered by workers who are reliable, holistic, collaborative, understand the women's perspective, focus on strengths and who are optimistic.

Cross sectoral partnerships

Connections with community sector organisations who have expertise in delivering targeted services to women enable an integrated and practical response to women's risks and needs. Community organisations are well placed to offer ongoing advice and services to women beyond their period of custody or correctional supervision. Partnerships may include engagement with in-reach services to women in custody or providing key services to women serving community-based sentences such as Good Behaviour Orders, Intensive Correction Orders, Parole Orders or participants in the Drug and Alcohol Sentencing List (DASL).

Collaboration and linkages with government and community agencies that form pathways for women to access community support and services are critical to ensuring women have access to information and specialist services beyond corrective services responsibility or influence. Examples include housing, mental health, women's health, disability services, job search, vocational education, as well as culturally safe and relevant wellbeing services.

Short custodial sentences of under 12 months are less effective for women who have been assessed as having a low risk of reoffending. Engaging across the justice sector with policy makers, legislators, the

¹³ C Trotter, G Mclvor, & R Sheehan, 'The effectiveness of support and rehabilitation services for women offenders', *Australian Social Work*, 65(1), 2012, pp. 6-20.

¹⁴ C Trotter, et. al. 2012, pp. 6-20.

courts and the community can support new approaches to sentencing for this cohort, such as community-based sentencing options.

The shorter timeframes women often experience in the justice system also mean that assessments and referrals need to be completed efficiently. Available programs may need to be delivered more intensively, with multiple entry points, and at a higher rotation in order to maximise the opportunity for women to participate in rehabilitative activities in preparation for release.

Shorter time frames also mean that any waiting lists for local community-based services impact women offenders more than men and the focus of engagement shifts to referrals and linkages with community-based organisations. For example, women in custody who are eligible for Extended Throughcare can be linked to coordinated and brokered support services in areas including housing, employment, transport, health services, drug and alcohol rehabilitation, limited financial assistance and provision of practical items such as clothing and toiletries. Joined up, wrap-around post-release support can have a significant positive impact on reducing reoffending.

9.3 Effective program evaluation and improvement

Evaluating programs to ensure their criteria, effectiveness, accessibility and integrity (i.e. that the program achieves what it intends in the way that it intends) is critical for success. Program evaluation should seek feedback from women offenders, such as through focus groups, to determine what programs were effective in their rehabilitation and reintegration into society.

Monitoring progress and outcomes of women in programs will assist in determining what support is most effective and identifying service gaps. Success factors could include rates of engagement, length of retention (minimum of six or twelve months) and reasons for disengagement (e.g., moved to a better role or faltered in some manner). Identified programs delivered in alignment with the Framework will be evaluated according to the ACTCS *Evaluation Framework* and *Evaluation Plan*.

9.4 Community enablers

Establishing appropriate supports prior to women engaging in work, education or training is important to address mental health, trauma, domestic violence, alcohol and drug issues and disability.

Key mechanisms to achieve this might include:

- connecting women offenders with key Government services prior to release
- supporting placement in education or vocational programs consistent with school hours
- establishing a mentor/support person to assist with early intervention needs
- counselling and peer support for women on opioid maintenance
- support to access housing and suitable transport options.

Addressing stigma

Education about the needs of women offenders is important to address negative public perceptions and the stigma of having been in the justice system. However, there must be adherence to clear and consistent 'what works' principles in connecting women to community-based reintegration services and programs.

OFFICIAL

At one end of the spectrum, women may be portrayed as misunderstood victims, and at the other end, demonised as more abhorrent than male offenders and subject to unfair gender-based stereotypes or traditional role expectations.

Opportunity exists for the work of community-based women's advocacy groups, specialist women's services, and broad whole-of-government initiatives such as the *ACT Women's Plan 2016-26*, to remove or reduce barriers, lessen discrimination, and to promote and develop an inclusive environment for all women in the ACT Community.

Part 2: Women in the correctional system

10. Service demand across Australia

Nationally, the number of people managed by corrective services has steadily increased. Between 2009 and 2019¹⁵, the average number of people in custody increased by 52 per cent and the average number of people managed by community corrections increased by 40 per cent. The number of women in custody increased by 75 per cent, whilst in comparison, the overall adult population increased by 19 per cent over the same period. In the 2019 Australian Bureau of Statistics (ABS) snapshot, the first decrease in the number of women in custody in eight years was recorded, down by 4 per cent.



↑
75%



Data sets: one-day snapshot versus annual throughput

A snapshot of the custodial and community corrections population at a particular point in time (for example 30 June) only captures the women who were in custody or on court and parole orders on that particular day. The overall number of women serving custodial or community sentences is relatively small, and many women serve short episodes in custodial or community correctional settings. As a result, a snapshot can be a poor indicator of how many women are in contact with the corrections system.

The total number of women who were in custody or who were on community correctional orders across a whole year presents a different, larger data set, providing a more accurate reflection of the characteristics of women offenders in the ACT.

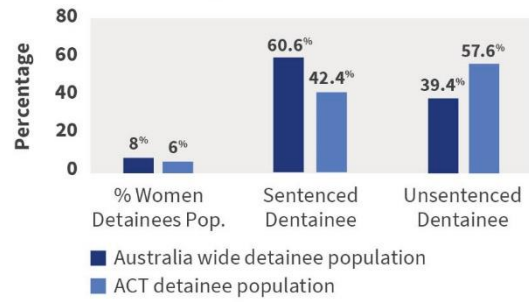
11. Custodial Operations in the ACT

In the 2018-19 financial year, ACTCS Custodial Operations managed a total of 139 women through 173 episodes of custody (remand and sentenced) at the Alexander Maconochie Centre (AMC). A person may serve more than one episode of custody during the one reporting year. Of these, 139 (48.2 per cent), had a prior episode, which equates to 67 detainees.

¹⁵ Australian Bureau of Statistics, 4517.0 Corrective Services, Australia, June Quarter 2019 2019.

At 30 June 2019 (single day snapshot), women comprised 6 per cent of the total adult detainee population in the ACT. Unsented women detainees comprised 57.6 per cent (19) and sentenced women detainees comprised 42.4 per cent (14). This compares to the last national snapshot figures in which women comprised 8 per cent of the total detainee population, with 39.4 per cent (1379) unsented and 60.6 per cent (2117) sentenced female detainees¹⁶.

ACT v National Snapshot
Detainee Population



Age

The average age of women detainees in the AMC for 2018-19 was 33 years old. The age breakdown in the AMC was:

Young (18-25)	21 per cent
Mid-age (26-39)	58 per cent
Mature (40-55)	16 per cent
Older (56+)	Less than 5 per cent

Cultural identity

The over representation of Aboriginal and Torres Strait Islander women in custody remains high. Aboriginal and Torres Strait Islanders comprised 33 per cent of the female detainee population. Overseas-born detainees accounted for 6.5 per cent of the female detainee population.

Most frequent offences

More than 80 per cent of offenders’ ‘most serious offence/charge’ fell into one of five categories including:

- 26.3% Fraud and theft
- 20.4% Justice procedure offences
- 19% Assaults (Non Sexual)
- 10.9% Traffic offences
- 5.8% Kidnapping and abduction

Intensity of interventions

Under the ACTCS *Rehabilitation Framework* RNR principle, a Level of Service Industry – Revised (LSI-R) score is used to inform the level of intensity of intervention in terms of supervision (sentence management) and

¹⁶ ABS, *Prisoners in Australia 2019, 2020*, Viewed 14 December 2020, <https://www.abs.gov.au/statistics/people/crime-and-justice/prisoners-australia/latest-release>

assesses the risk of reoffending. It is a validated actuarial instrument used in all jurisdictions in Australia. The assessed LSI-R levels for ACT women detainees in 2018-19 indicated the following ratings:

- High 17.9 per cent
- Medium/High 35 per cent
- Medium 35 per cent
- Low/Medium 19 per cent
- Low 12 per cent

Remand and sentence length

The average time spent on remand by unsentenced women detainees was 4.7 months. The average aggregate sentence length for sentenced women detainees was 4.8 months. In general, the literature suggests short sentences do little to tackle the root causes of offending, and the impacts for women are arguably disproportionate to the offences committed.

Security classification of detainees

Detainees were held under the following security classifications:

- Minimum: less than 10 per cent
- Medium: more than 90 per cent
- Maximum: less than 5 per cent

Protection status of offenders:

- Mainstream: more than 95 per cent
- Protection: less than 5 per cent
- Strict Protection: less than 5 per cent

Urinalysis

In 2018-19, there were 168 drug tests performed on women detainees. Of these 168 tests, 105 returned a negative result and 63 returned a non-negative result.

Programs offered to women

In 2018-19, 11 programs were offered to women. These were:

- | | |
|--|-------------------------------|
| • RUSH (Real Understanding of Self Help) | • Interpersonal Relationships |
| • Pathways from Prison | • First Steps |
| • Cognitive Self Change (CSC) | • Circles of Security |
| • Anger Management | • Stress Less |
| • SMART | • Peer Mentor |
| • Worldview | |

In addition to the above, Canberra Health Services offered trauma counselling to women detainees in 2019.

The above programs were offered across multiple sessions to women. The below table outlines the number of participants that were scheduled to attend per month and the number of participants who attended per month.

	Remand	Sentenced	TOTAL
Scheduled	857	269	1126
Attended	486	181	667

Over the period of 2019, 187 sessions of trauma counselling were offered to women detainees, and 124 sessions were attended.

12. Community Corrections in the ACT

In the 2018-19 financial year, ACTCS Community Corrections supervised a total of 596 women serving 1,919 court and parole orders in the community.

Of the 596 women, 172 were subject to 919 Bail undertakings, 529 served 983 Probation Orders and 14 served 17 Parole Orders. A person may serve more than one category of order at the same time, or at different periods, during the one reporting year.

Age

The average age of women serving community correctional orders in 2018-19 was 36 years old. The breakdown of age is:

Young (18-25)	less than 10 per cent
Mid-age (26-39)	36 per cent
Mature (40-55)	53 per cent
Older (56+)	less than 5 per cent

Cultural identity

During this period, 20 per cent of ACT women serving the supervised categories of orders (DSO, GBO, ICO, Parole, Recognisance) identified as being Aboriginal and Torres Strait Islander; a slightly lower proportion than the national figure at 21 per cent. Overseas-born women accounted for 8.1 per cent of the female offender population.

Most frequent offences

More than 85 per cent of community offenders' 'most serious offence/charge' fell into one of five categories, being:

- 32% Traffic Offences
- 24.5% Assault (non-sexual)
- 19.8% Fraud & Theft
- 4.2% Breach of Order
- 4% Drugs Offences

Intensity of interventions

The assessed LSI-R levels for ACT women offenders in the community in 2018-19 indicated the following ratings:

- High 6.2 per cent
- Medium/High 11.7 per cent
- Medium 22.8 per cent
- Low/Medium 27.7 per cent
- Low 24.3 per cent
- 7.2 percent of the CC population did not have an LSIR score

Order completion and breaches

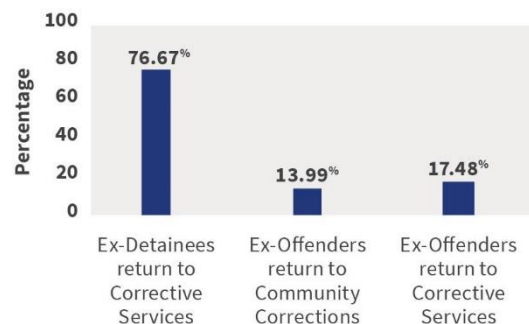
Order completion rates for women in the community in 2018-19 were 64.2 per cent, which was 6.6 per cent lower than for men (70.8 per cent) in the ACT. In that year:

- the breach rate for women offenders was 35.8 per cent
- the rate of return of female ex-detainees returning to corrective services was 76.67 per cent
- the rate of return of female ex-offenders returning to community corrections was 13.99 per cent
- the rate of return of female ex-offenders returning corrective services was 17.48 per cent.

Order Completion/Breach Rate



Detainee/Offender Return Rates



Part 3: Key Issues for Women Offenders

While a significant amount of available theory and research about offender management is applicable to both men and women, women often have a different presentation to men in the criminal justice system. Both the literature and women in the correctional system tell us women's experiences vary in relation to family and relationship issues, age/stage of life (including older women vs. younger women), sentence length, spiritual and religious needs, culture, health and disability. Experiences more commonly faced by women, and their associated effects include short term custody, higher levels of community interventions and access to therapeutic communities.

13. Short Term Custody

The literature identifies a variety of challenges and issues for women associated with short-term custody, including:

- lack of access to and disengagement with treatment services
- impact on children and perinatal care
- loss of accommodation.

The literature suggests there are cultural considerations for short-term custody as Aboriginal and Torres Strait Islander women are more often held on remand and serve shorter custodial sentences more frequently.

Ideally women offenders would be connected with services as soon as they enter custody, but this is not always possible. For example, some services and support can legally only be provided to women who have not been convicted and it is essential that any support provided reflects the status of these women as unconvicted. Some services may be particularly for women on remand, such as alcohol and other drug services where potentially intensive delivery of multiple sessions per week might be indicated.

14. Community vs Custodial interventions

Interventions delivered in a community setting can be more effective than those delivered in custody¹⁷. However, programs and services offered in the community context need to consider the many factors that intersect in the community which may impede desistance, as well as those factors that may support or influence the development of prosocial outcomes. Interventions in a custodial environment may have a higher adherence rate simply because the centre is in a confined environment. Badly designed or poorly implemented services will be ineffective regardless of the correctional setting.

¹⁷ J McGuire, What works in reducing Criminality, Paper presented at the Reducing Criminality: Partnerships and best practice conference - Perth 31 July and 1 August 2000. Canberra: Australian Institute of Criminology.

15. Therapeutic Communities

Therapeutic communities are effective in the treatment of alcohol and other drugs as they provide a comprehensive approach through psychotherapy, self-help and mutual support. ACTCS has an established therapeutic community service that will be used to inform future comprehensive gender-specific services to women offenders.

Part 4: Better Practice for Women Offenders

16. Effective interventions

The principles of effective intervention are the result of the ongoing effort of correctional scholars to cumulate knowledge on ‘what works’ to reduce reoffending. There are now more than 100 meta-analyses of offender rehabilitation literature, and the basic findings are consistent. Three fundamental concepts emerge from this literature:

- offender treatment achieves the greatest reductions in recidivism when it targets dynamic risk factors (e.g. antisocial personality, antisocial cognition, antisocial associates)
- the criminogenic needs of higher risk offenders
- cognitive-behavioural interventions provided in a manner that is conducive to the offenders’ learning style, motivation, abilities, and strengths i.e. RNR.

The findings of a meta-analysis support the contention that women are more likely to respond well to gender-informed approaches if their backgrounds and pathways to offending are associated with gendered issues. The analysis conducted by Gobeil et al (2016)¹⁸ looked at a subset of 18 interventions that demonstrated more significant reductions in recidivism were demonstrated in gender-specific interventions rather than gender-neutral interventions.

Interventions that include concepts such as desistance (the gradual reduction in people demonstrating offending behaviour) and strengths-based approaches that focus on the positive attributes of a person to promote wellbeing, may provide additional guidance to the assessment and treatment of sex offenders. Protective factors that help people deal more effectively with stressful events and risk should also be used to guide practice.

Appropriately designed and administered intervention programs include the following key characteristics:

- **Theoretical soundness and focus on criminogenic needs** –programs are evidence-based and linked to a rehabilitation theory, and delivery adheres to the program manual. Risk assessments of criminogenic needs linked to offending behaviour determine corresponding levels and types of supervision or service delivery to participants. Services and programs employ a cognitive-behavioural approach, which centres on the interactions between a person’s feelings, thoughts and behaviour during the course of an offence.
- **Structure** – staff and participants understand the goals and objectives. Services and programs are facilitated by skilled and methodical staff participation in activities that are clearly aligned to individual offenders’ needs.
- **Responsivity** – delivery is in a style and form that engages offenders and is responsive to their diverse backgrounds. Services are tailored to individual needs and respond appropriately to

¹⁸ R Gobeil, K Blanchette, & L A Stewart, A meta-analytical review of correctional interventions for women offenders. *Criminal Justice and Behaviour*, 43(3), 2016, pp.301-322.

offenders' different learning styles and motivations. Intervention techniques are motivational, solution-focused, promote desistance and encourage women to seek their own meaningful reasons for lifestyle change. Programs employ gender-responsive approaches wherever possible.

- **Integrity** – program staff are trained in relevant competencies, undergo professional development, and are appropriately supervised and supported. The integrity of the program is continuously scrutinised and evaluated to ensure adherence to the predetermined aims and outcome goals and the chosen methods of intervention.
- **Criteria** – program participants meet eligibility criteria and there are defined entry and exit criteria.
- **Evaluation** – programs are evaluated to determine whether they meet integrity elements; have met demand; and for their short- and long-term effectiveness in lowering criminogenic risk and reducing reoffending.

17. Programs and services for women

The table on the following page provides examples of 'what works' in programs and services targeted to meet the priority needs of women offenders¹⁹:

¹⁹ Adapted from NOMS, Better outcomes for women offenders. London: National Offender Management Service, Ministry of Justice, 2015, viewed July 2, 2020, from https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/457922/Better_Outcomes_for_Women_Offenders_September_2015.pdf

Target	What works/is likely to be effective	What is less likely to be effective
Address problematic alcohol and other drug (AOD) use.	Cognitive behavioural programs, with a focus on skills development and community throughcare links. Opioid maintenance. Therapeutic communities.	Services aimed solely at improving awareness of the effects of AOD misuse, without building life and coping skills. Services that use scare tactics.
Mental health, including anxiety and depression, personality disorder, self-harm, managing effects of family violence.	Advocacy interventions. Social support. Mentoring. Trauma-focused cognitive behavioural programs. Short-term trauma-focused counselling. Stabilisation prior to participation in criminogenic programs. Timely assessments and short waiting lists.	Services that only signpost to other services.
Build skills in emotion regulation (impulsivity control).	Cognitive skills programs. Mindfulness techniques. Dialectical behaviour therapy.	Long-term, non-specific counselling.
Prosocial identity.	Building a positive, robust prosocial identity. Activities that enable women to contribute to their community and others. Interventions that assist to change the way that women describe themselves.	Services aimed solely at increasing awareness of the effects of crime on others, which may engender guilt, shame and a negative self-view, without a focus on building a stronger, healthier identity. Services that could be experienced as punitive.
Belief in ability to change and achieve personal goals.	Enhancing belief in the ability to achieve personal goals and building confidence in the ability to be self-sufficient (self-efficacy).	Services focused solely on building self-esteem, particularly those that encourage self-esteem to be contingent on external characteristics/appearance.
Improve family contact	Contact that facilitates and builds skills to develop closer, healthier family relationships and secure family support.	Activities or services that solely facilitate contact, without a concomitant focus on strategies to improve the quality of relationships.
Reintegration and building social capital (accommodation, employment, finance, community links).	Services or interventions that help women gain skills to explore and use services. Maintaining treatment effects through community follow-up. Facilitating safe and secure accommodation. Meeting educational needs. Securing appropriate and meaningful employment. Assisting women to become financially independent.	Services aimed solely at signposting to other services, or that have no focus on developing skills to sustain involvement in reintegration activities.

Terminology

best practice	A program or procedure that has been demonstrated by research and experience to produce optimal results and that is established or proposed as a standard suitable for widespread adoption.
CALD	Culturally and Linguistically Diverse
case management	Collaborative process of assessment, planning, facilitation and advocacy to meet offenders' criminogenic and wellbeing needs.
Community Corrections	The management and supervision of adult offenders in the community. These offenders are serving court (or Sentence Administration Board) imposed orders either as an alternative to imprisonment or as a condition of their release from custody.
CSAC	Corrective Services Administrators Council – a national body that coordinates and promotes jurisdictional collaboration in the development, implementation and review of correctional services and initiatives across Australia.
detainees	People held in full time custody under the jurisdiction of an adult corrective services agency. This includes sentenced detainees serving a term of imprisonment and unsentenced detainees held on remand
end-to-end	End-to-end is the coordinated and integrated approach to the management of people from their first point of contact with corrective services to the completion of their legal order, including their reintegration into the community.
intervention	Any activity an offender is undertaking to address their criminogenic risks and needs.
LSI-R	Level of Service Inventory Revised – an actuarial assessment tool which measures a combination of static and dynamic risk and need factors that indicate a person's risk of reoffending. LSI-R reliability has been tested, researched, developed and reported in over 200 jurisdictions in the USA, UK, Australia and New Zealand over the past 25 years and remains the most widely used risk/need assessment tool in the world.
offenders	<p>Adults serving a community-based corrections order, which includes bail orders if these orders are subject to supervision by community corrections officers.</p> <p>However, for the purposes of this Framework, the term <i>Offender</i> is used as a collective noun to reflect individuals interacting with ACT Corrective Services from the time of conviction to sentence completion (that is, includes offenders in the community and detainees in custodial settings).</p>

OFFICIAL

remandee	A person who is alleged to have committed an offence who is held in custody by a court; who has not applied for bail, has been refused bail, cannot meet bail conditions, or is unwilling to meet bail conditions set out by the court.
RNR	Risk Need Responsivity – a theory of correctional management that aligns the level of intervention and monitoring with a person’s assessed level of risk of reoffending.
sentenced offender	A person who has been found guilty by a court and is subject to a term of imprisonment or community-based sentence.

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