

**IN THE MATTER OF THE ROYAL COMMISSION
INTO FAMILY VIOLENCE**

ATTACHMENT JMS-5 TO STATEMENT OF JANICE MARGARET SHUARD

Date of document: 27 July 2015
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This is the attachment marked '**JMS-5**' produced and shown to **JANICE MARGARET SHUARD** at the time of signing her Statement on 27 July 2015.

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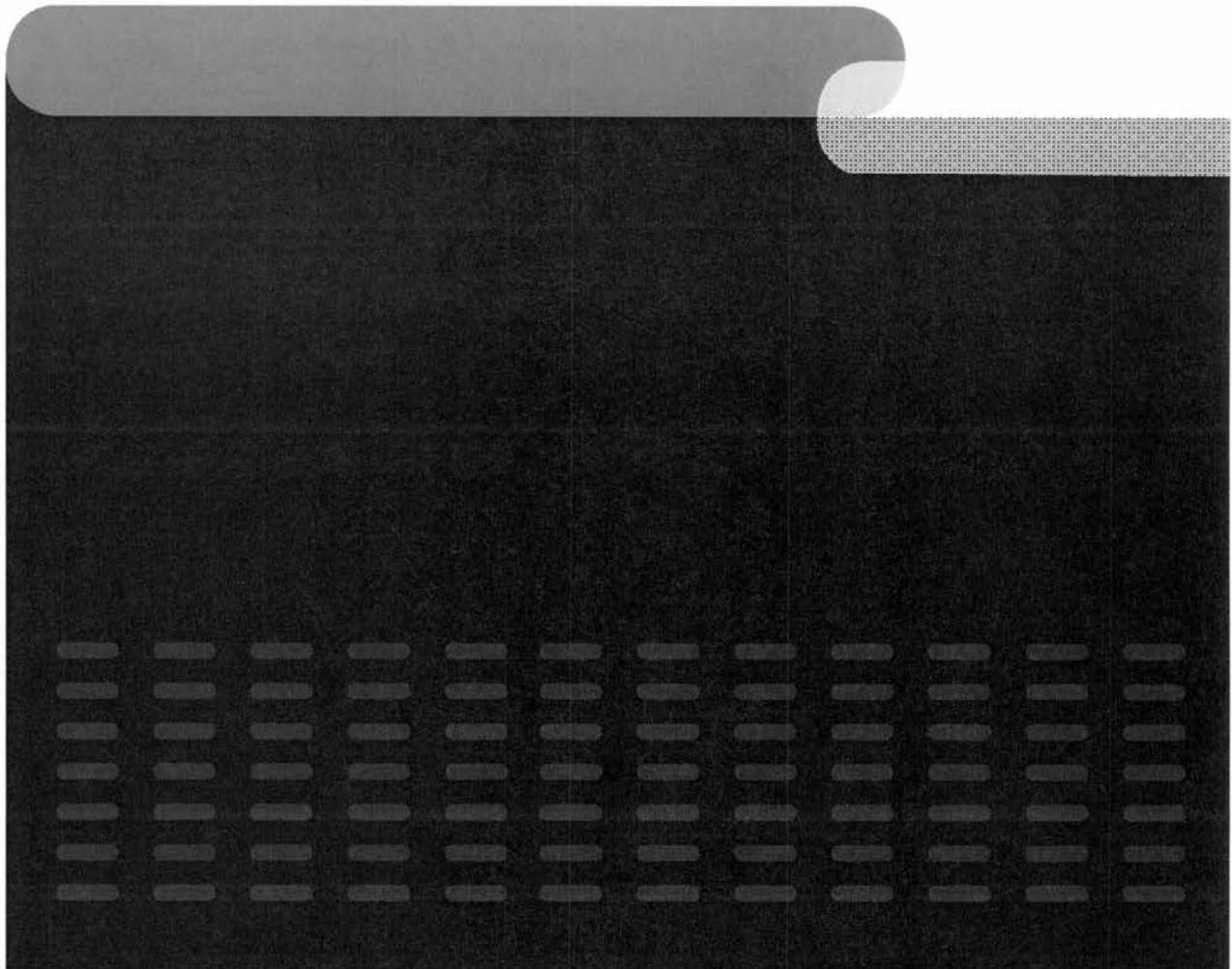
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Service Delivery Model

Corrections Victoria Reintegration Pathway

Transition and Reintegration Unit

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TRIM ID: CD/14/403417
Date: 16 April 2015
Version: 1.0

FINAL
UNCLASSIFIED



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Justice & Regulation

FOREWARD

Corrections Victoria's purpose is to contribute to a safer community through the delivery of a safe, secure and humane correctional system. We do this through our offender management practices, actively engaging with offenders and the community to promote positive behavioural change and address social disadvantage

Corrections Victoria recognises that people exiting prison are less likely to re-offend if they are assisted to prepare for their release and have access to information and support on return to the community.

The Corrections Victoria Reintegration Pathway is a new and innovative approach to the provision of transitional support to prisoners in Victoria. The Pathway presents transition planning as a continuum, with program activity taking place throughout the correctional journey. Corrections Victoria has developed program responses that provide individualised responses to each prisoner's transitional needs on entry to prison, throughout sentence and to assist with returning to the community. All program activity complements prisoners' participation and development through involvement in Offending Behaviour Programs, education and industry, and aim to promote pro-social community participation on release from prison.

The development of the Pathway takes place at a time of significant reform and increased challenges within the correctional system. With rising prisoner numbers resulting in system pressures and a significant reform of the parole system, it is essential that we continue to build the confidence of the community in the services we provide on its behalf. The effective development and delivery of transitional programs contributes to building confidence.

I would like to take this opportunity to express my thanks to staff and stakeholders for their ongoing commitment to providing quality transition services to prisoners and contributing to a safer community for all Victorians.

Andrew Reaper
Deputy Commissioner
Offender Management, Corrections Victoria

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1 Introduction

Corrections Victoria's mandate is to enhance community safety and reduce crime through the effective administration of the Victorian prisons and community correctional services. A critical means by which this commitment is achieved is through its investment in programs and initiatives that support and facilitate the transition back to the community. Supporting prisoners through transition from prison to the community, both inside prison and once released, can reduce their risk of re-offending. This is achieved by strengthening their capacity to adapt and readjust to life in the community and by addressing offence related needs.

In 2013, Corrections Victoria (CV) commissioned a review of transitional support services. This review combined with the Callinan review of the Adult Parole System in Victoria in the same year provided the impetus for the development of a new and innovative reintegration pathway which recognises the importance of continuity of care across a prisoners journey from entry into the prison system to exit and return to the community.

1.1 Policy context

The CV Reintegration Pathway is founded on the Corrections Victoria *Offender Management, Prisoner Reintegration* (Reintegration Framework) and *Pre-Release Policy Frameworks* (Pre-release Framework).

The Corrections Victoria Offender Management Framework (OMF) identifies system-wide practice principles that inform the standards and services for CV:

- ◆ Maintain system integrity
- ◆ Manage risk and target intervention needs
- ◆ Increase self responsibility
- ◆ Provide a constructive environment

These practice principles are founded on the "what works" literature, which ensures that correctional practices are grounded in an evidence based understanding of risk, need and responsibility.

The 2014 Reintegration Framework builds on the OMF by articulating the specific objectives and principles underpinning CV's investment in reintegration programs (Table 1).

Table 1: Guiding principles under each stream

Assisting the Offender to reintegrate	Supporting the integrity of the program
Flexible levels of pre-and post-release transitional support	Focusing on achieving positive outcomes for participants
Delivering quality transitional support	Corporate governance to monitor and review performance
Interventions matched to individual needs	Sustaining the service response through clear eligibility and assessment
Targeting specific cohorts	Driving change to modernise our approach

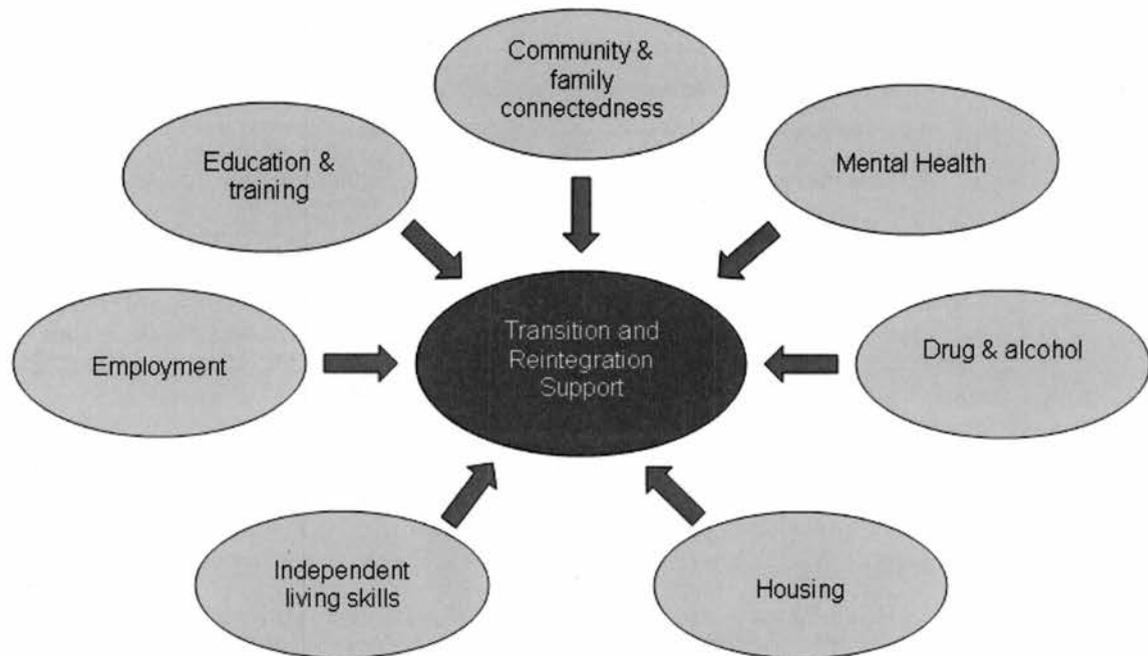
The Reintegration Framework identifies seven critical intervention domains drawn from the research to ensure a targeted and evidence based approach to reintegration services. The critical intervention domains are:

- ◆ Housing
- ◆ Employment
- ◆ Education and training
- ◆ Independent living skills
- ◆ Mental health
- ◆ Alcohol and drugs

- ◆ Family and community connectedness

Prisoners may require assistance across one or more of these intervention domains in order to achieve and maintain successful reintegration into the community.

Figure 1: Critical Intervention Domains



Within the overall framework of supporting prisoner reintegration, CV also recognises the importance of the reintegration journey commencing as early as possible within a prisoner's sentence and for the delivery of such services to become an integral part of corrections operations. The CV Pre Release Policy Framework extends this approach by providing key practice principles to inform the delivery of transition and reintegration services for pre-release. These are:

- ◆ Pre-release services should be delivered as early as practicable in consideration of other assessment, treatment and sentence management requirements.
- ◆ All prisoners are eligible to receive pre-release information and assistance proportionate to need.
- ◆ Pre-release services will focus on practical information and strategies to support reintegration into the community.
- ◆ Pre-release services are voluntary and are not a specific requirement for parole.
- ◆ Pre-release services are delivered in a timely and engaging manner to build prisoner ownership of their reintegration pathway.
- ◆ Pre-release services recognise the impact of institutionalisation on reintegration needs.
- ◆ Participating prisoners will be assisted to develop a personal Transition Plan which identifies protective factors and addresses their needs.
- ◆ Program assessment and referral processes are streamlined and integrated into prison sentence management and planning processes.
- ◆ Referral to post release services is informed by pre-release program assessment and referral.

1.2 Purpose

The purpose of this document is to detail the CV Reintegration Pathway. The document details the stages of the pathway in terms of objectives, eligibility criteria and key service interfaces. The approach to performance and quality assurance of the program is also described.

This document is intended as an overarching description of the service delivery model and is to be complemented by detailed operating procedures to inform operational implementation.

1.3 Scope

The CV Reintegration Pathway excludes:

- ◆ Programs funded through the Pip Wisdom Community Corrections Grants
- ◆ Regional or prison specific programs and initiatives
- ◆ Remand programs delivered by Courts and Diversion Services.

2 The Pathway

The CV Reintegration Pathway provides an integrated approach to transitional planning and support that directly targets the seven critical intervention domains across four (4) key stages. The CV Reintegration Pathway positions individualised and targeted transitional activities throughout the correctional episode. The CV Reintegration Pathway stages are:

- ◆ Entry stage
- ◆ Sentence Stage
- ◆ Pre-release stage
- ◆ Post-release stage

The CV Reintegration Pathway provides general and targeted transitional activities at each stage that aim to build on achievements and interventions of previous stages. In accordance with evidence and best practice, transitional activities commence on entry and continue throughout a prisoner's correctional episode.

The service will operate as a hybrid model combining internal Corrections Victoria services with contracted services delivered by Community Service Organisations.

2.1 Entry Stage

The CV reintegration pathway commences at reception to support each prisoner's transition and minimise the social and economic impact of imprisonment. The Entry stage occurs at two points:

- ◆ Reception Transition Triage (RTT) to address urgent transitional needs.
- ◆ Case Planning Transition (CPT) to further identify transitional needs on arrival at their classified location.

2.1.1 Reception Transition Triage (RTT)

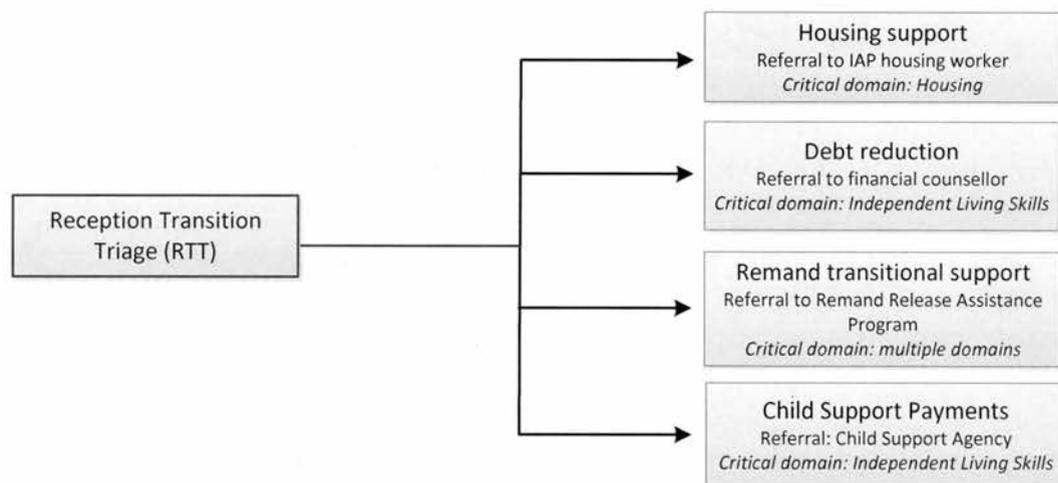
Reception Transition Triage (RTT) takes place on entry to prison to identify and address immediate transitional needs that, without intervention, would escalate or compound. Identification occurs through a series of questions at the time of prisoner reception. This triggers a referral to the relevant service and the establishment of an Individual Transition Plan. Critical issues queried at this stage include the need to maintain existing housing, disconnect utilities and otherwise reduce debt accumulation.

Table 2 below provides a summary of the RTT. Figure 3 summarises the services triggered at this stage and their alignment with the critical intervention domains.

Table 2: Reception Transition Triage Summary

Objective	To identify and trigger services to address urgent transitional issues on entry to prison e.g. housing and debt reduction and management.
Timing	At prisoner reception
Responsible	CV Internal delivery
Information sources/ Interfaces	<ul style="list-style-type: none"> ▪ Previous Transition Plans (where applicable) ▪ PIMS / eJustice ▪ Prisoner self report
Eligibility	100% sentenced and unsentenced prisoners

Figure 3: Reception Transition Triage Service Areas



2.1.2 Case Planning Transition (CPT)

The Case Planning Transition (CPT) builds on the issues identified during RTT.

Remand prisoners and prisoners serving more than 18 months participate in this stage. Prisoners with sentences of less than 18 months are fast tracked to the next stage of the reintegration pathway (General Pre Release Program in the Pre-Release Stage; See Section 2.2).

The identification of transitional needs for sentenced prisoners at the Reception Transition phase is to be integrated with the Case Planning Case Management Review Committee (CMRC). Information derived from the LS-RNR coupled with the identification of a range of transitional needs during the CMRC concerned with legal issues, living skills, social connectedness and education and training will be used to inform referrals to available services within the prison and transitional priorities to address at the next stage of the pathway.

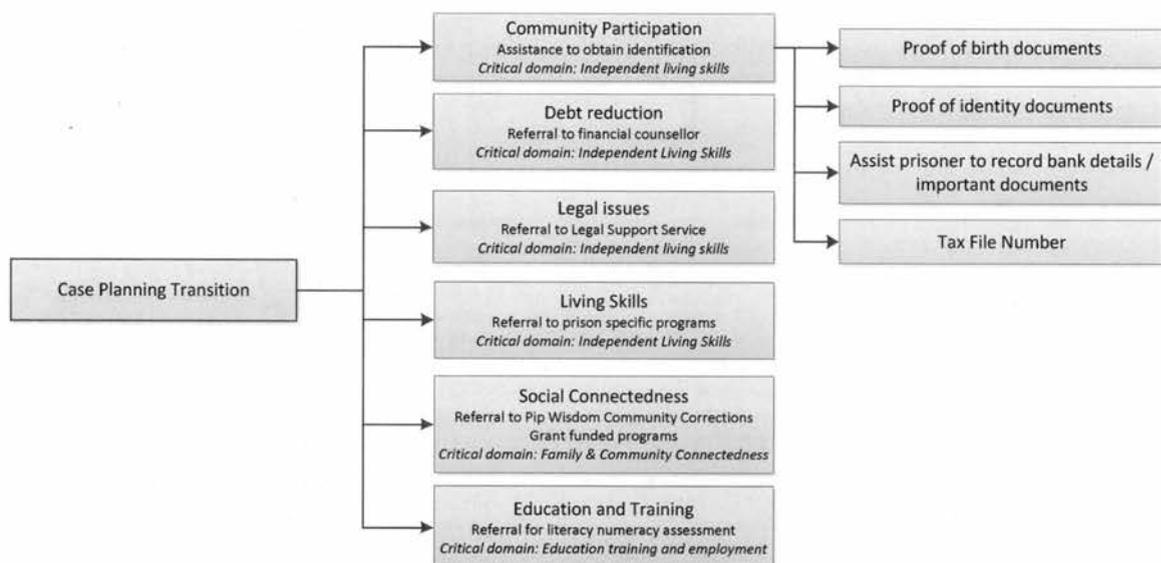
For unsentenced prisoners, transitional needs will be identified at the Remand Classification Panel.

Table 3 below provides a description for Case Planning Transition services. Figure 3 summarises the services triggered at this stage.

Table 3: Case Planning Transition Summary

Objective	To identify transitional needs and trigger a service response to address these throughout sentence.
Timing	Sentenced prisoners: Case Planning CMRC Unsentenced prisoners: Remand Classification Panel
Delivery	Internally delivered
Information sources	<ul style="list-style-type: none"> ▪ Transition Plan (on PRIS - including Information obtained in RTT) ▪ Use of LS-RNR (where available) or Prioritisation Assessment ▪ PIMS / eJustice ▪ Prisoner self report
Eligibility	<ul style="list-style-type: none"> ▪ 100% unsentenced prisoners ▪ 100% sentenced prisoners who have greater than 18 months until EED, or EDD where there is no EED. <p><i>All others referred directly to General Pre-Release Program</i></p>

Figure 4: Case Planning Transition (CPT) Service Areas



2.2 Sentence Stage

Prisoners participate in Offending Behaviour Programs, education, training and industry, and even the permit program during the sentence phase. Issues identified on entry to prison continue to be addressed preparing the prisoner for release. Achievements within this phase are consolidated and reviewed in the Pre-Release stage.

2.3 Pre-Release Stage

The Pre-Release stage provides a range of transitional support services and referrals that aim to address individually determined needs prior to release. The Pre Release Stage incorporates three tiers of service combining group based and one-on-one service support reflecting complexity of transitional needs:

- ◆ The ReGroup Program
- ◆ VACRO Relink Group Program
- ◆ VACRO Relink Individual Program

2.3.1 ReGroup

The ReGroup Program is available to all sentenced prisoners and commences up to 18 months pre release or immediately post reception for prisoners serving shorter sentences. Delivered by CV, ReGroup provides general information and referral services to all exiting sentenced prisoners. Prisoners will be streamed into those services or sessions most relevant to their needs¹. Figure 5 summarises the scope of services available to prisoners at this stage some of which are delivered by external agencies such as Commonwealth Department of Human Services Centrelink referrals, housing assistance, financial support services and Legal Aid. The prisoner's transition plan continues as a live document and is updated to reflect the prisoner's participation during this stage.

Prisoners may remain engaged in the various components of ReGroup through to release. Involvement and sequencing of sessions and referrals will be informed by needs, parole processes (where applicable) and engagement in other programs and services to minimise duplication and replication of services. Transition planning activities are likely to intensify closer to release particularly in cases where housing is secured and post release appointments are required.

Prisoners presenting with more significant transitional needs are identified during this stage and referred through to the ReLink Group Program and/or the ReConnect Program, depending on their release date.

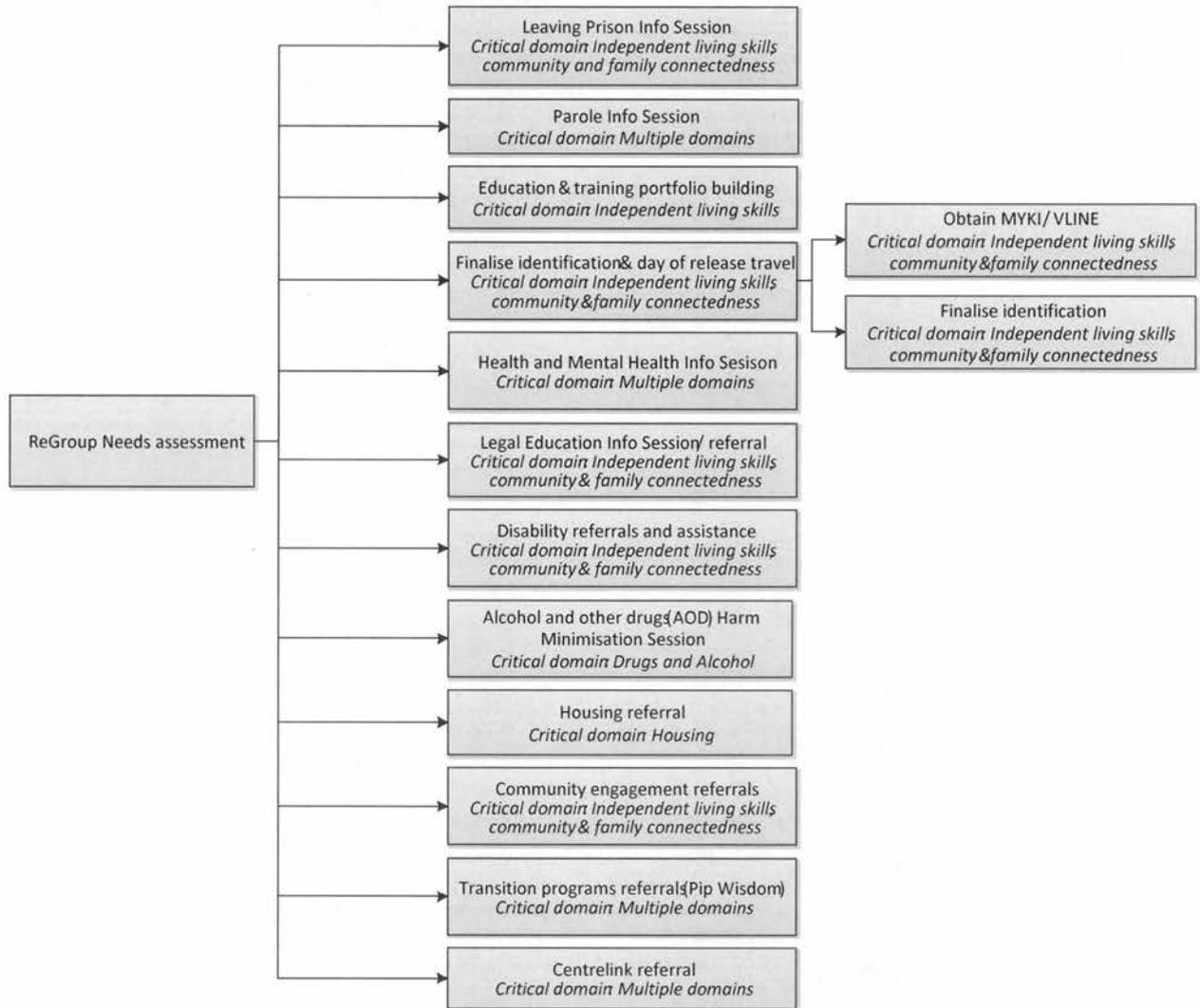
Table 4 below describes the transitional program elements within ReGroup.

Table 4: General Pre-Release Program description

Objectives	<ul style="list-style-type: none"> ▪ To provide general and targeted transitional information and referrals based on identified needs ▪ To identify prisoners requiring more intensive transitional support for referral to the VACRO ReLink Program or ReConnect
Timing	<p>ReGroup is to commence as follows:</p> <ul style="list-style-type: none"> ▪ Prisoners serving 18+ months: Within 18 months of EED or EDD ▪ Prisoners servicing less than 18 months: To commence six weeks after reception ▪ Prisoners serving less than six weeks: As soon as practicable <p><i>Program activity continues up to release</i></p>
Delivery	<ul style="list-style-type: none"> ▪ Internally delivery; One-on-one needs identification and involvement in group based sessions (or individual sessions where group delivery is not feasible). ▪ External agency referrals and services (e.g. Centrelink, DHS Housing, Legal Aid etc.)
Information sources	<ul style="list-style-type: none"> ▪ Transition Plan ▪ Use of updated LS-RNR (where available) and/or Prioritisation Assessment ▪ Liaison with OBP, education and industries and prison unit staff ▪ PIMS / eJustice ▪ Prisoner self report
Eligibility	100% sentenced prisoners

¹ The content of sessions will be confirmed based on consultations with the provider of the next stage of the pathway; the Contracted Group Pre-release Program. This will include any determination of minimum or mandatory sessions.

Figure 5: ReGroup Service Areas



2.3.2 VACRO ReLink Group Program

The VACRO Pre-release Group Program, *ReLink Group*, provides practical advice and tailored transitional support primarily aimed at addressing the transitional needs of at risk cohorts and prisoners serving longer sentences. ReLink Group is modular, involving targeted and tailored facilitated group sessions that focus on practical strategies to address the identified transitional needs of participating prisoners. In order to ensure responsiveness to the specific needs of women and Aboriginal and Torres Strait Islander prisoners, session content will be tailored for delivery to these vulnerable cohorts. Up to eight (8) hours of group session participation is available at this stage.

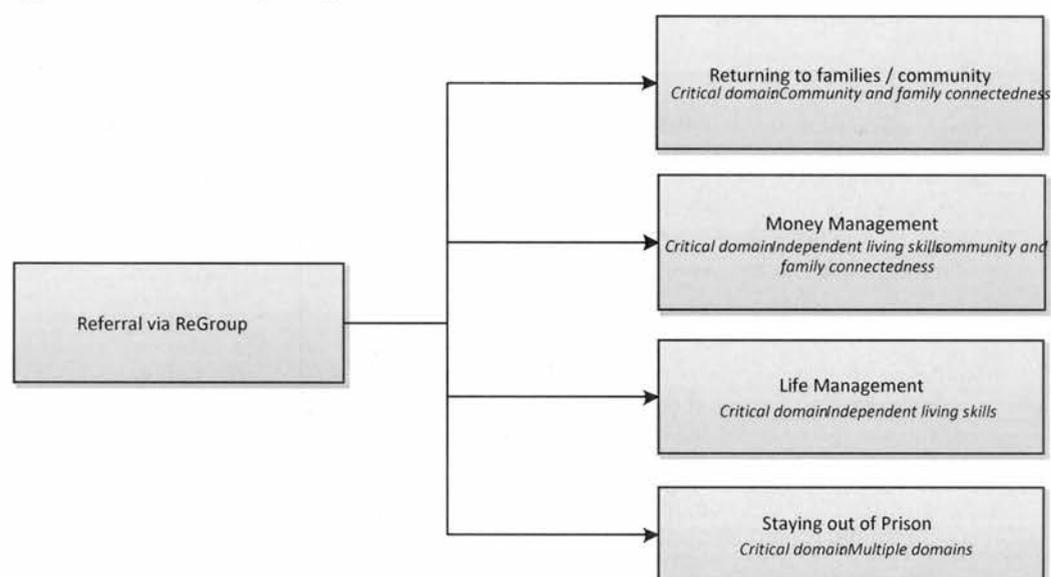
For prisoners eligible for parole, participation in the ReLink Group Program is triggered by a positive review of the Parole Application Process to the Adult Parole Board. For all other prisoners, the service is triggered 12 months from their discharge date.

Table 5: *ReLink Group Program Summary*

Objectives	<ul style="list-style-type: none"> ▪ To provide group based targeted transitional support to eligible prisoners ▪ To identify prisoners requiring more intensive transitional support for referral to the VACRO ReLink Individual Program or ReConnect
Timing	<ul style="list-style-type: none"> ▪ From 12 months of EED or EDD
Delivery	<ul style="list-style-type: none"> ▪ Contracted service provider
Information sources	<ul style="list-style-type: none"> ▪ Transition Plan ▪ Liaison with Reintegration Staff ▪ Prisoner self report
Eligibility	<ul style="list-style-type: none"> 100% sentenced prisoners with > 12 month sentence 100% parolees 100% high needs straight release SVOSOs 100% female prisoners 100% ATSI prisoners

Figure 6 summarises the transitional needs to be prioritised through the delivery of the VACRO ReLink Group Program.

Figure 6: *ReLink Group Program Service Areas*



2.3.3 VACRO ReLink Individual Program

The VACRO Pre-release Individual Program, *Relink Individual*, provides flexible one-on-one transitional support to prisoners who, through participation in the Relink Group Program, are identified as having significant and complex transitional needs requiring further assistance.

Prisoners are allocated up to four hours of intensive targeted support, prior to release, to focus on:

- ◆ Intensive planning around key goals identified in the transition plan and formulating these into manageable steps for the prisoner to work through
- ◆ Accessing all relevant assessments to inform more detailed planning
- ◆ Liaison and engagement with relevant prison staff
- ◆ Coordination and collation of relevant documents and applications including medical assessments, Office of Housing application, referrals to post release support agencies in preparation for release.
- ◆ Case conference with the Reintegration Staff, the ReConnect case worker, community corrections worker (where relevant) to support seamless transition into the community.

The referral process from the Relink Group Program to the Relink Individual Program will be confirmed in conjunction with the provider.

Table 6: *Relink Individual Program*

Objectives	<ul style="list-style-type: none"> ▪ To provide targeted intensive individualised transitional support to eligible prisoners to address specific transitional needs ▪ To identify prisoners requiring intensive transitional support for referral to ReConnect
Timing	<ul style="list-style-type: none"> ▪ No earlier than 3 months from a prisoners EED or EDD
Delivery	<ul style="list-style-type: none"> ▪ Contracted service provider
Information sources	<ul style="list-style-type: none"> ▪ Transition Plan ▪ Liaison with Reintegration Staff and other relevant prison staff ▪ Prisoner self report
Eligibility	100% sentenced prisoners with > 12 month sentence 100% parolees 100% high needs straight release SVOSOs 100% female prisoners 100% ATSI prisoners

2.4 Post Release Stage

The post release stage of the CV reintegration pathway will be delivered as the ReConnect Program combined with a supplementary Aboriginal and Torres Strait Islander specific response. ReConnect will provide reintegration support for eligible prisoners existing custody that will address their individual and complex transitional needs. ReConnect will have a direct interface with the pre release stage to ensure a streamlined referral processes, and sharing of a prisoner's transitional plan as they transition and reintegrate into the community.

2.4.1 ReConnect

Referral to ReConnect or corresponding Aboriginal and Torres Strait Islander specific service is mandatory for all participants of the Relink Individual Program. ReConnect is designed to provide a responsive, tailored and flexible support approach through the provision of two service streams:

- ◆ Targeted Reintegration Stream – up to four weeks. The level of service for this stream includes prisoners with more immediate post release transitional needs that can be largely addressed through targeted and brief intervention.
- ◆ Extended Reintegration Stream – up to twelve months. The extended reintegration stream is focussed on those prisoners with more entrenched and complex needs and typically at higher risk of reoffending.

Table 7: ReConnect Summary

Objectives	<ul style="list-style-type: none"> ▪ Provide individualised transition planning for exiting prisoners to address key needs to reduce re-offending and maximise opportunities for reintegration into the community ▪ Provide assertive outreach and practical assistance to participants to successfully reintegrate into the community
Timing	<p>Support commences up to six weeks prior to release</p> <p>Two program streams:</p> <ul style="list-style-type: none"> • Targeted Reintegration Stream – up to four weeks, or • Extended Reintegration Stream – up to twelve months.
Delivery	<ul style="list-style-type: none"> ▪ Contracted service provider
Information sources	<ul style="list-style-type: none"> ▪ Transition Plan ▪ Liaison with Reintegration Staff ▪ PIMS / eJustice ▪ Prisoner self report
Eligibility	<ul style="list-style-type: none"> ▪ 100% of prisoners participating in the ReLink Individual Program ▪ High needs parolees – Serious Violent or Sex Offenders² (SVOSOs) on parole ▪ High needs straight-release SVOSOs prisoners ▪ 100% Sentenced Aboriginal and Torres Strait Islander (ATSI) prisoners ▪ 100% female sentenced prisoners

3 Quality Assurance

The ongoing quality assurance of the CV Reintegration Pathway will be maintained and monitored through:

- The Prisoner Reintegration Information System (PRIS)
- CV Transition and Reintegration Evaluation Framework
- Performance Outcomes and Key Performance Indicators
- A suitably skilled and qualified workforce (See Section 3.2: Workforce)

3.1 Information Management

The Prisoner Reintegration Information System (PRIS) is the information management tool to be used to support the day-to-day implementation and delivery of the CV Reintegration Pathway. PRIS aims to:

- Provide one system to be used by both internal (e.g. DJR staff member) and external (e.g. ReConnect service provider) users
- Allow operational efficiencies through an automation tool that is based on business processes
- Capture data that will allow future and ongoing evaluation of the program in the near future
- Allow consistency of service delivery and information management across all providers

² The SVOSOs cohort refers to those prisoners who have been sentenced for an offence that meets the definition of a serious violent offence under the Serious Sex Offenders (Detention and Supervision) Act 2009.

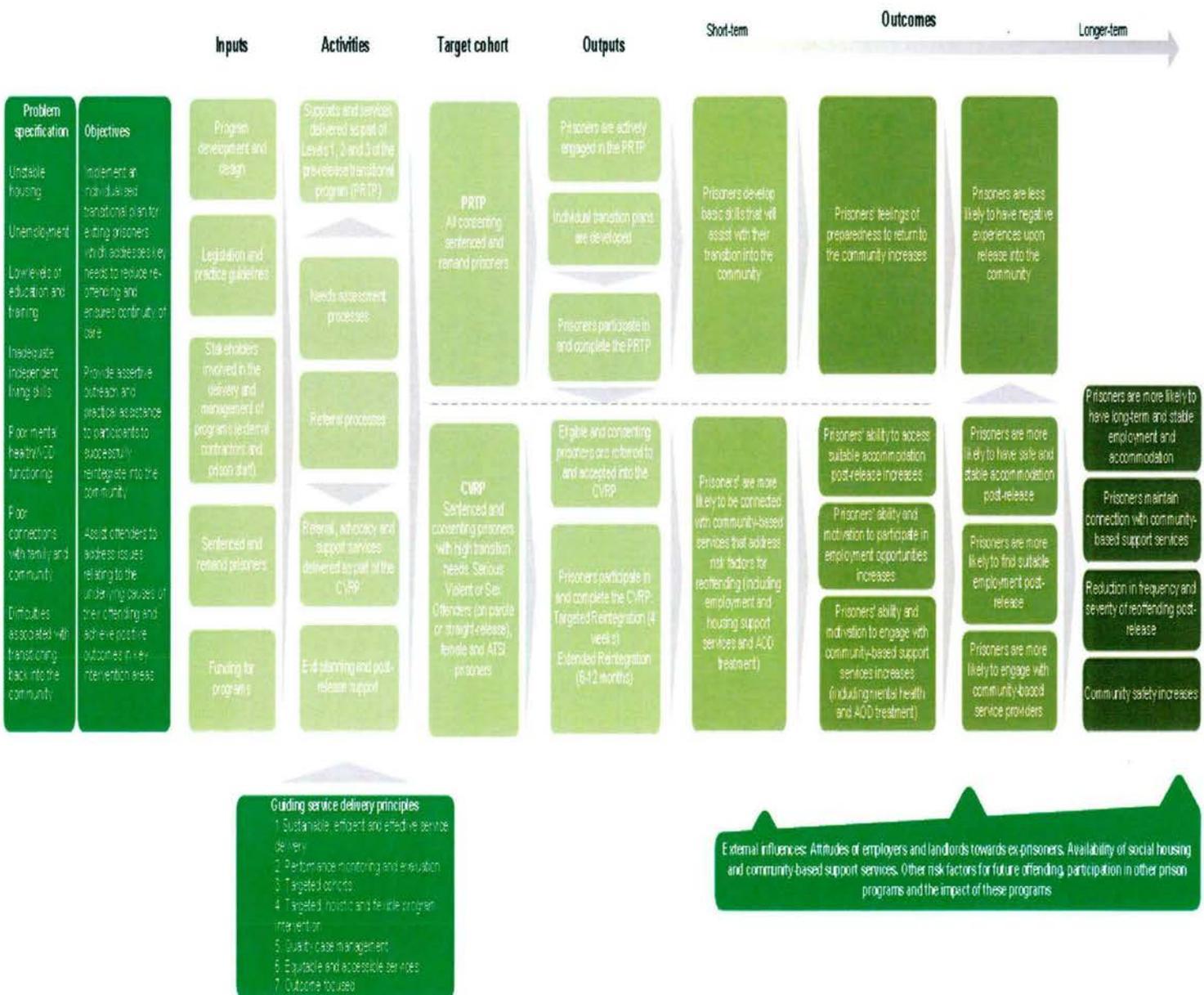
3.2 Evaluation Framework

The Australian Institute of Criminology (AIC) was commissioned by CV to develop an evaluation framework for the CV Reintegration Pathway. The purpose of the framework is to guide the future rigorous and systematic evaluation of transition and reintegration programs managed by CV. It is also aligned with the overarching evaluation framework for prison programs developed by the AIC in partnership with CV and the Department of Treasury of Finance (DTF).

The evaluation of transition and reintegration programs will incorporate both a process evaluation and outcome evaluation. The process evaluation will aim to improve understanding of the activities that are delivered as part of transition and reintegration programs and assess whether they have been implemented as planned and were consistent with best practice.

The logic model (Figure 6) outlines the key activities delivered as part of the CV Reintegration Pathway and the relationship between these activities and the hierarchy of short, medium and longer-term outcomes. It also describes the preconditions that must be met in order for these longer-term outcomes to be achieved.

Figure 6: Logic model describing transition and reintegration programs



3.3 Performance Outcomes and Key Performance Indicators

Performance Outcomes and Key Performance Indicators (KPI) are in place to define and measure progress toward desired outcomes. The KPIs define the elements considered as baseline requirements crucial in service delivery.

Longer term outcomes associated with the CV Reintegration Pathway will also be measured however as they can be significantly influenced by variables outside the control of the service provider, they will not form contract KPIs. However, they will be in focus for the purposes of program evaluation.

The KPIs will be evaluated on a quarterly basis. The KPIs will be reviewed annually and may be subject to change in consultation with the Service Provider. For the ReConnect, service providers will be eligible for outcome payments where the agreed proportion of participants achieves the desired outcomes as stated the in the Funding Agreement.

Program monitoring and audit activities will be undertaken, through a risk based approach, in accordance with the Grant Management Manual, managed by the CV Grants and Procurement Unit. The audits will ensure compliance with minimum standards and reporting requirements. The service provider will be required to comply with any requests for information about the programs operation and performance to enable these audits.

The Service Delivery Outcomes (SDOs) for the new pre-release program will be determined and implemented to commence for the 2015/16 financial year.

3.4 Workforce

A suitably trained and qualified workforce is essential to ensure the delivery of quality transitional support services. The Reintegration Framework describes the importance of ensuring staff with appropriate experience and qualifications to ensure consistent quality in case management practices.

The CV Reintegration Pathway will be delivered through a hybrid service approach combining both internal and contracted services. Internal services will be delivered by Reintegration Staff across public and private prisons.

The contracted agencies delivering the ReLink Program and ReConnect are responsible for ensuring staff are appropriately skilled and qualified. The contracted agencies are required to ensure that:

- ◆ Staff are suitably qualified and experienced with skills required to manage and support high risk / needs prisoners with complex transitional needs (including possessing relevant tertiary qualification or appropriate professional experience).
- ◆ Act to the best of their skills and ability in accordance with acceptable professional standards.
- ◆ Have undergone a Victorian and national police check to ensure suitability to deliver the program and ability to attend prison locations.
- ◆ Sign and comply with relevant confidentiality agreements.

4 Document information

Document details

Criteria	Details
TRIM ID:	CD/14/403417
Document title:	Corrections Victoria Reintegration Pathway Service Delivery Model
Document owner:	Shaymaa Elkadi, General Manager Offending Behaviour Programs Branch

Version control

Version	Date	Description	Author
V0.1	18.09.14	First draft	Jackie Bernardi
V0.2	20.10.14	Second draft	Jackie Bernardi
V0.3	22.10.2014	Third draft	Shaymaa Elkadi
V0.4	20.01.2015	Final Draft	Jackie Bernardi
V1.1	16.04.2015	Program Names update	Jenna Harrison

Document approval

This document requires the following approval:

Name	Title	Organisation
Leanne Barnes	Parole System Reform Program	Corrections Victoria
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Jan Shuard	Commissioner	Corrections Victoria

Audience

The audience for this document is Corrections Victoria staff, Private Prison staff, and any staff contracted to deliver the programs detailed in this document. The purpose of this document is to outline the model of service delivery for the Corrections Victoria Reintegration Pathway.