

# Submission

## Select Committee on an NT Harm Reduction Strategy for Addictive Behaviours

7 September 2018

*The Department of the Attorney-General and Justice submission to the Select Committee of an NT Harm Reduction Strategy for Addictive Behaviours was authorised by the Acting Chief Executive Officer Meredith Day on 4 September 2018*

## Submission to the Select Committee on an NT harm reduction strategy for addictive behaviours

The Department of the Attorney-General and Justice provides this submission to the Select Committee, addressing point 1 in the terms of reference and the four key focus areas set out in the Committee's invitation.

Terms of reference:

1. The current scale and trends of illicit drug-use in the Territory and its impacts upon health, justice, drug and alcohol and law enforcement activities.

Invited focus areas of the submission:

1. Frameworks for reducing individual and social harms from illicit drug use and other addictive behaviours.
2. Strategies for coordinated treatment of addictive behaviours.
3. Extent and effectiveness of current harm reduction practices in the NT, including health, law enforcement, education and community support programmes.
4. New approaches that may be effective in the NT context including urban, regional and remote areas and Aboriginal communities.

In all aspects, this submission will focus on justice related activities.

### Overview

It is the department's submission that alcohol and drug addiction, homelessness, family dysfunction and mental health issues most commonly set individuals on a path to crime.

The Department of the Attorney-General and Justice is presently developing a Justice Reform Framework bringing together a range of inter-related policy reforms that together weave a safety net to catch people before they spiral into criminal behaviour. Its objective is to break the cycle of reoffending by targeting the factors known to influence criminal behaviour including health, housing and education.

It is the department's position that a three pronged approach is needed to curbing addictive behaviours from escalating into criminal behaviours.

1. Creating a strong legislative and regulative framework for substances and activities considered to be the source of some addictive behaviours, such as alcohol and gambling regulations;
2. Making diversionary programs available to divert offenders away from the justice system to quality evidenced based rehabilitation and programs;
3. Where required the use of court ordered sanctions.

The reform's principles include:

1. Use evidence to inform the appropriate decisions to reduce incarceration and recidivism.
2. Collaborate to intervene early to prevent or reduce offending and incarceration.

3. Improve access to services tailored to individuals and families who are at risk of entering the justice system or who are already in the system.
4. Prioritise activities that prevent development of complex needs that lead to justice outcomes and sustain wellbeing for individuals and families.
5. Engage the community about the benefits of therapeutic and holistic approaches to rehabilitation.

The department is consulting widely with other key agencies to provide a cohesive framework, ensuring strategies and NTPS agencies interact to assist break the cycle.

## The current scale and trends of illicit drug-use in the Territory and its impacts upon health, justice, drug and alcohol and law enforcement activities.

### Types of NT data available

#### Courts

Data from the court process begins with Police apprehension (arrest or summons), and includes the types of offences with which the individual is charged, the court appearances for the individual's case(s), the orders made in the case (including bail/remand), the final outcome for each offence in the case, and whether a conviction was recorded. Recording of a conviction is separate to recording a finding of guilt, though for adults the two are usually closely correlated. Information on fine amounts and imprisonment sentence length is also recorded; imprisonment sentence length is difficult to determine from court records as one sentence may involve multiple offences in different cases, some served consecutively and some concurrently, so sentence length is generally considered on an offender basis from prison data, rather than on an offence basis from courts data. Charts are provided showing trends in apprehensions for illicit drug offences.

The involvement of alcohol or drugs in a criminal case can be recorded in two ways. One is via the type of offence—for instance, possession or dealing in illicit drugs, or high-range drink driving. When the offence involves a specific drug, the charge wording usually specifies the drug by name—such as *cannabis* or *methamphetamine*, or a chemical designation like 2-(4-chloro-2,5-dimethoxyphenyl)-N-[(2-methoxyphenyl)methyl]ethanamine—somewhere in the text. While the drug name can be extracted using search strings and wildcards, the text-based recording (including alternate spellings and names) and lack of drug type categorisation makes it difficult to undertake detailed statistical reporting on drug type. Charts are provided showing offences involving the two most common drugs mentioned in charges, with all other drugs grouped as “other”, and the type of drug-related offending (possession/use, dealing/trafficking, et cetera).

In other cases, the offence might be assault or theft, but if the offender is intoxicated or under the influence of drugs at the time of the assault, or attempting to steal alcohol, the apprehension record can be flagged for substance involvement. The value of the substance flag can indicate ‘A’ for alcohol involvement, ‘D’ for drug involvement, ‘O’ for other substance involvement (such as petrol) or “N” for nil. Where both alcohol and drugs are suspected or considered to be involved, Police have indicated that alcohol involvement is recorded preferentially, as the field can only accept a single value.

For all offences, the location and date of the offence are also recorded, meaning that offences can be reported by region within the Northern Territory (data for the NT Balance can be broken down further for specific requests). A chart is provided showing illicit drug offences by location.

A substantial amount of information for alcohol-related offences (such as alcohol-related assault or drink driving) was reported in the recent process evaluation of the Banned Drinker Register; this evaluation is published by the Department of Health:

<https://digitallibrary.health.nt.gov.au/prodjspu/handle/10137/6982>.

#### Prisons

When an offender is received in custody, an Immediate Risk Needs Assessment (IRNA) questionnaire is completed. Included are questions relating to whether any offences were known to have been committed under the influence of alcohol, illegal drugs, petrol, or other substances (all separate

responses, so multiple 'yes' answers are possible), and whether any offences were known to have been committed to support a habit of substance abuse involving alcohol, illegal drugs, petrol, or other substances (all separate responses). The responses are generally given by the offenders, so the information may differ to that recorded elsewhere. The assessment also asks whether the offender appears to be suffering from acute drug or alcohol withdrawal, and whether the offender has suffered from withdrawal symptoms in the past week.

Charts are shown in the following pages for receptions of individuals by whether they were under the influence of alcohol, and whether they were under the influence of illegal drugs, when they offended.

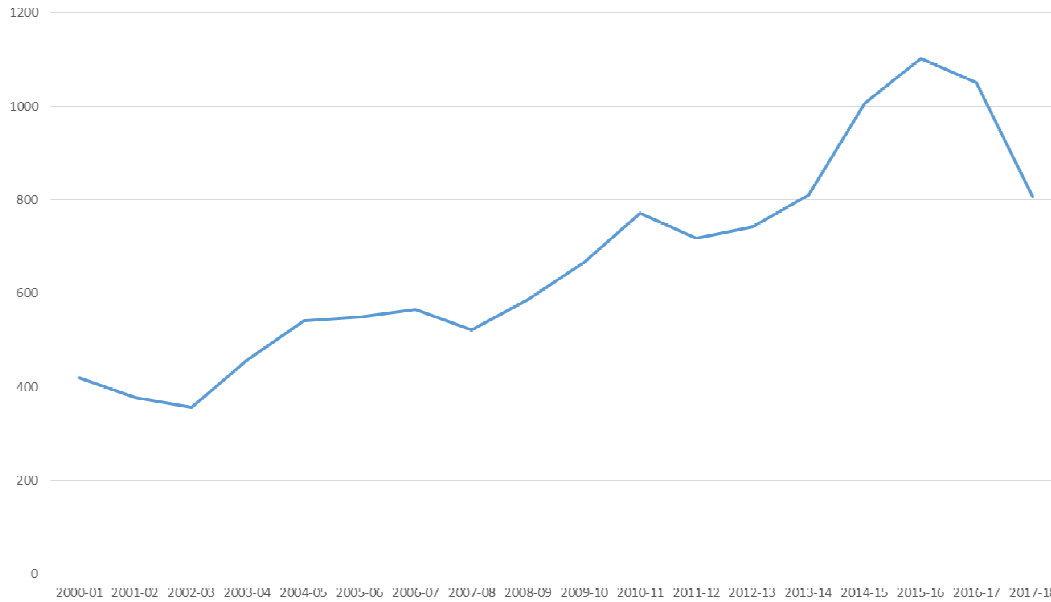
A prisoner may be imprisoned for numerous offences, so a 'most serious offence' is determined based on the national offence index (a ranking of the severity of different types of offences) and (for sentenced prisoners) sentence length (which is a better measure of seriousness in the specific case). Hence, for most serious offences that are alcohol related (such as high range drink driving) or drug related (such as possessing a traffickable quantity of a Schedule 2 substance), the number of such prisoners can be determined and tracked over time. Charts on individuals imprisoned with a most serious offence related to illegal drugs are shown in the following pages.

Other AOD information recorded in correctional facilities relates to prisoner involvement in therapeutic programs, for instance the Alcohol and Other Drugs program, the Drink Driving Education program, or the Safe, Sober, Strong program. Individual attendance is recorded for each session, so for a particular program it is possible to track the number of sessions a prisoner has attended.

Outside correctional centres, individuals under community corrections supervision may undertake testing for drugs and/or alcohol, and data on the results of these tests can be collated over time.

## Patterns in illicit drug offending in the criminal justice system

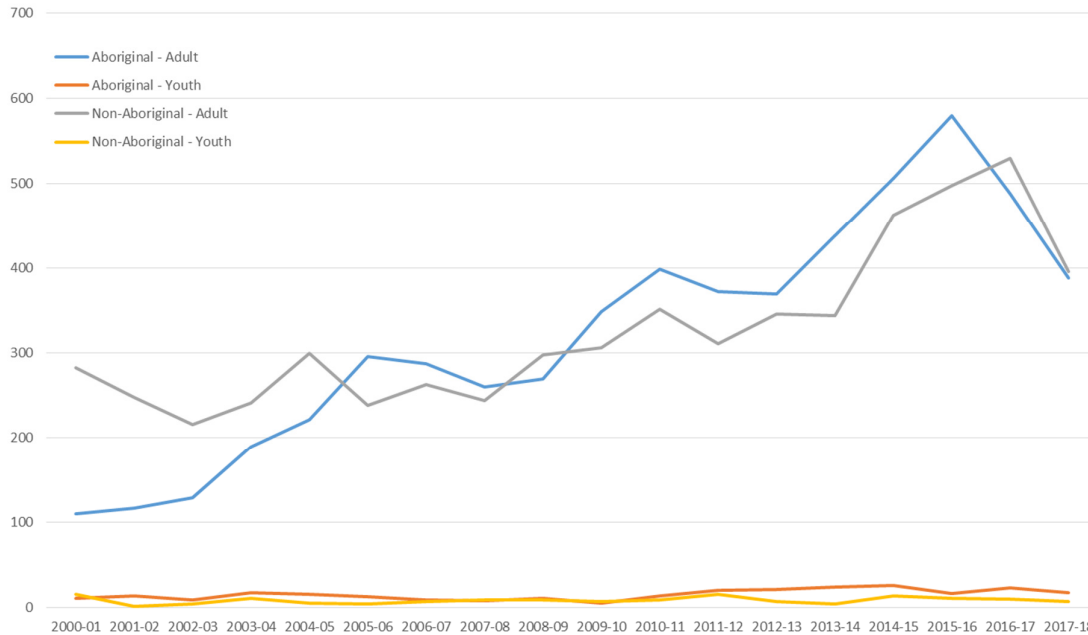
### Total Apprehensions<sup>1</sup>



- Apprehensions for illicit drug offences increased by 163% between 2000-01 and 2015-16, and decreased by 27% between 2015-16 and 2017-18
- There were 92% more illicit drug apprehensions in 2017-18 than in 2000-01.

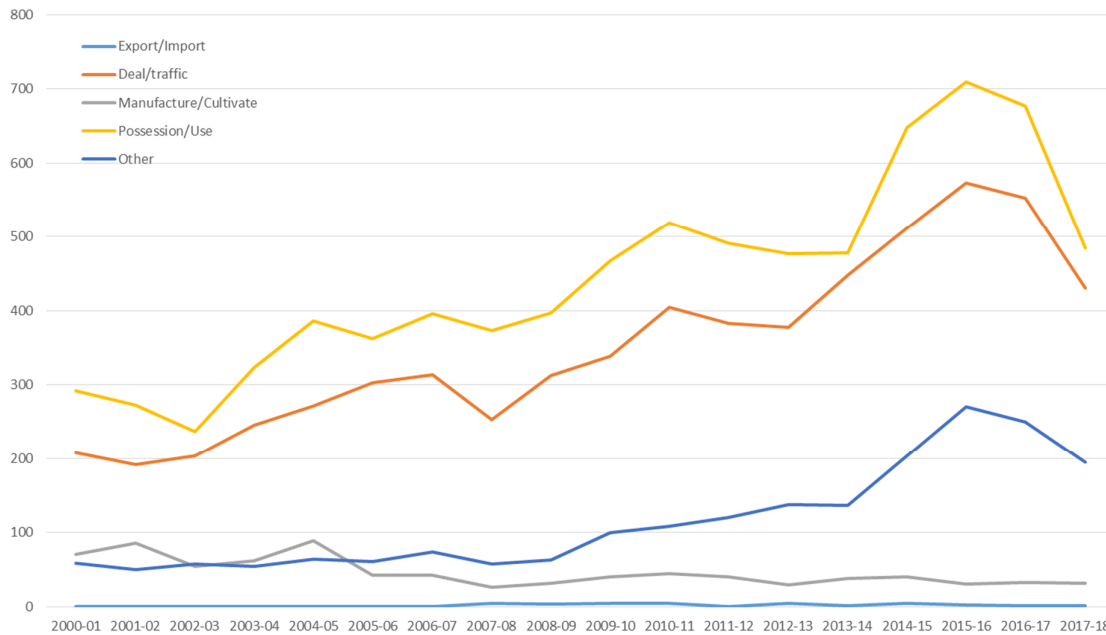
<sup>1</sup> Apprehensions here include persons either summonsed or arrested and charged with one or more offences (not dealt with by infringement notice) where the offence(s) proceeded to court. A person may be apprehended for multiple cases/offences at the same time, but is counted as apprehended only once per date, regardless of the number of apprehension reports on that date. Repeat apprehensions for the same case are not counted.

### Apprehensions by Aboriginal status and Age class



- Youth account for a very small proportion of illicit drug apprehensions (3% in 2017-18 and 3% across the time period shown)
- There were 100% more adult apprehensions for illicit drugs in 2017-18 than in 2000-01, and 8% fewer youth apprehensions.
- Aboriginal and non-Aboriginal individuals accounted for nearly equal numbers of illicit drug apprehensions in 2017-18 (50.2% to 49.8%, respectively), in contrast to many other types of offences where Aboriginal people account for the majority of apprehensions
- Apprehensions of Aboriginal people for an illicit drug offence increased by 235% between 2000-01 and 2017-18, while apprehensions of non-Aboriginal people apprehended increased by 35%.
- Apprehensions of Aboriginal people for illicit drugs have decreased in each of the last two years (32% across both years), and apprehensions of non-Aboriginal people decreased by 25% in the latest year.

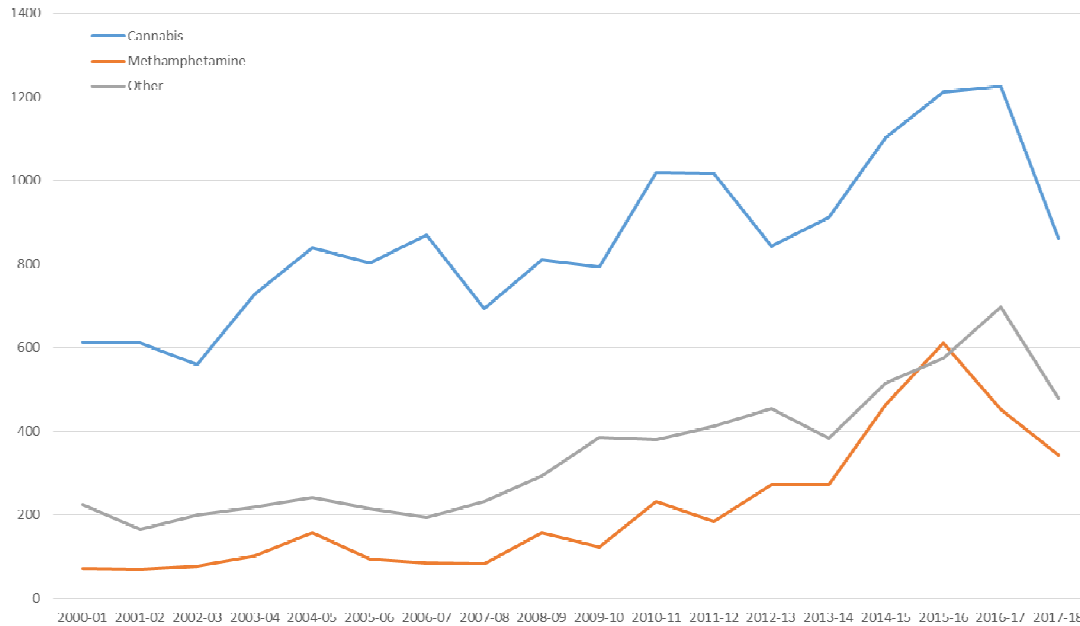
### Apprehensions by type of offence<sup>2</sup>



- 60% of total illicit drug apprehensions in 2017-18 involved a possession or use offence, and 53% involved a dealing or trafficking offence. 4% involved a manufacturing or cultivating offence, and less than 1% involved an import or export offence.
- 24% of total illicit drug apprehensions in 2017-18 involved another drug offence (mainly involving drug-related equipment).

<sup>2</sup> An apprehension may involve multiple types of illicit drug offences. For this chart, an apprehension was counted once for each category of offence that proceeded to court—hence the categories do not sum to the total number of apprehensions, nor to 100%.

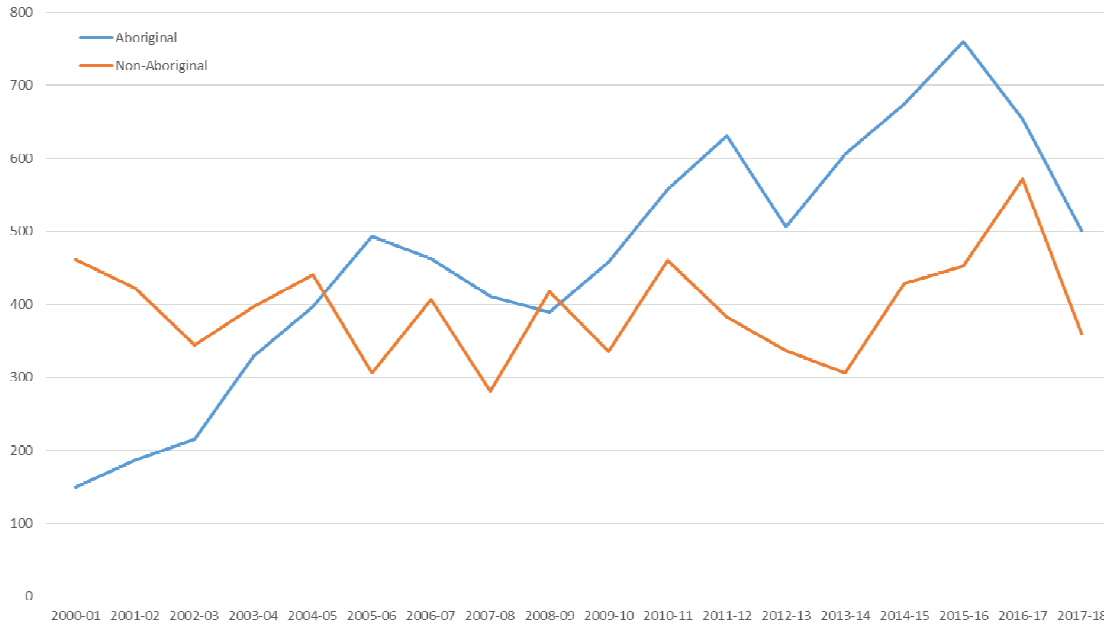
### Offences charged<sup>3</sup> by Drug Type



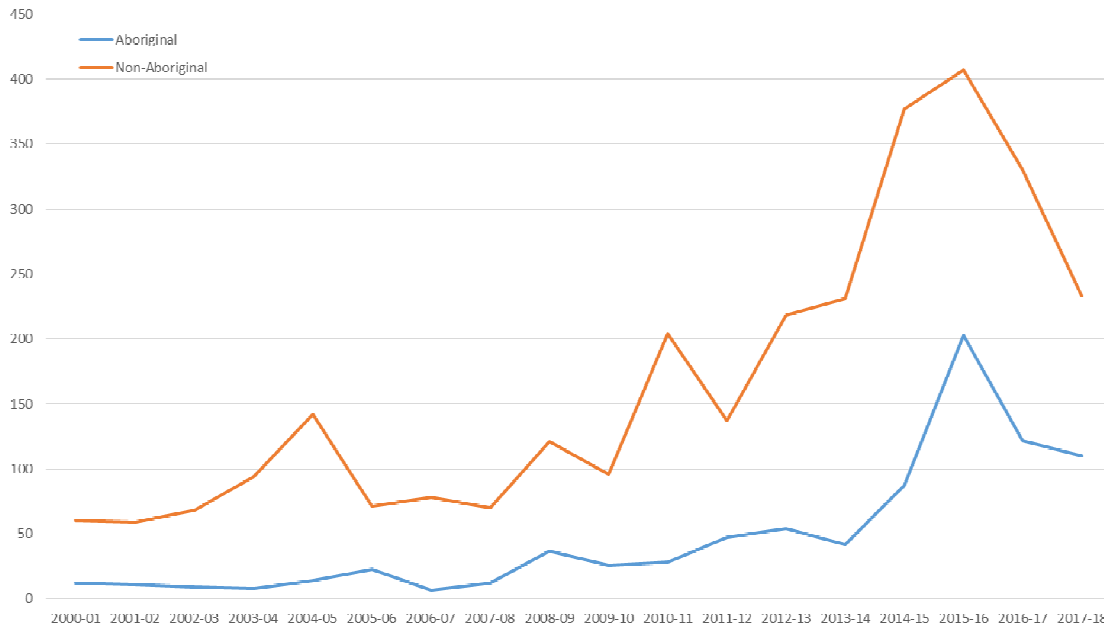
- Cannabis accounts for the largest number of charged drug offences (51% in 2017-18 and 61% over the period shown). Cannabis offences increased by 100% between 2000-01 and 2016-17, and decreased by 30% between 2016-17 and 2017-18. There were 40% more cannabis offences in 2017-18 than in 2000-01.
- Methamphetamine offences made up 20% of all charged drug offences in 2017-18 and 15% over the period shown. Methamphetamine offences increased by 747% between 2000-01 and 2015-16, and decreased by 44% between 2015-16 and 2017-18. There were 376% more methamphetamine offences in 2017-18 than in 2000-01.
- Offences involving other drugs (or drug paraphernalia) made up 28% of all charged drug offences in 2017-18 and 24% over the period shown. These offences increased by 209% between 2000-01 and 2016-17, decreasing by 31% over the last year. There were 112% more offences involving other drugs or drug paraphernalia in 2017-18 than in 2000-01.

<sup>3</sup> Offences charged at apprehension (not counting infringement offences) that proceeded to court.

### Cannabis offences charged by Aboriginal status

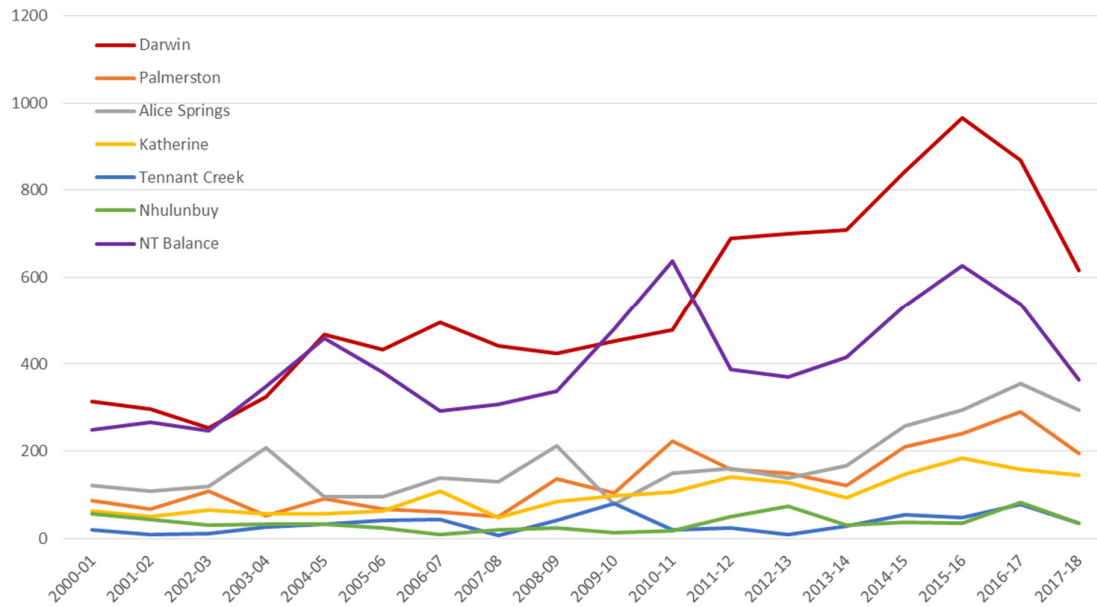


### Methamphetamine offences charged by Aboriginal Status



- Aboriginal defendants accounted for 58% of cannabis offences charged in 2017-18
- Non-Aboriginal defendants accounted for 68% of methamphetamine offences charged in 2017-18 and 74% of other drug offences charged in 2017-18 (not shown)

## Offences charged by Region<sup>4</sup>

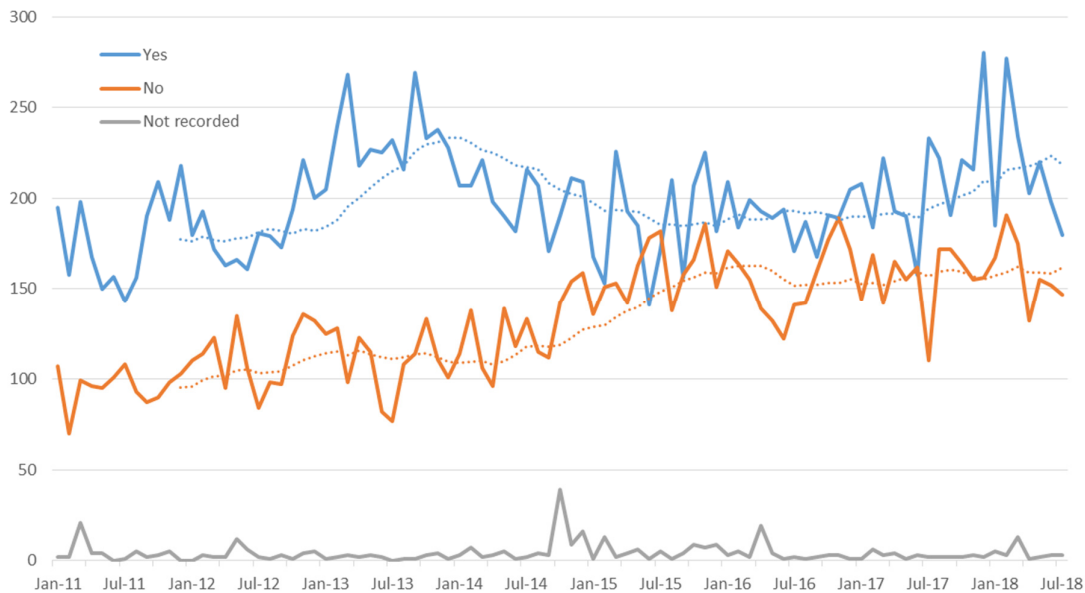


Of the illicit drug offences charged in 2017-18:

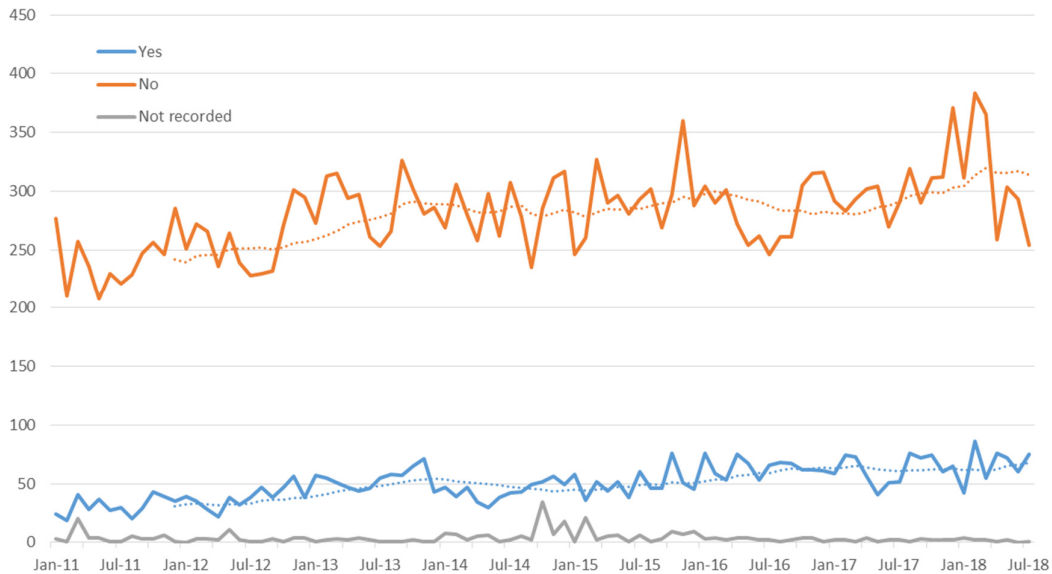
- 37% occurred in Darwin;
- 12% occurred in Palmerston;
- 17% occurred in Alice Springs;
- 9% occurred in Katherine;
- 2% occurred in Tennant Creek;
- 2% occurred in Nhulunbuy; and
- 22% occurred in the NT Balance (all the areas outside the above-named cities/towns).

<sup>4</sup> Regions described are as used for the NT crime statistics, described here:  
[https://justice.nt.gov.au/\\_\\_data/assets/word\\_doc/0011/238628/statistical\\_reporting\\_regions.doc](https://justice.nt.gov.au/__data/assets/word_doc/0011/238628/statistical_reporting_regions.doc).

**Custodial receptions by whether the prisoner was under the influence of alcohol at the time of offending (self-reported)**

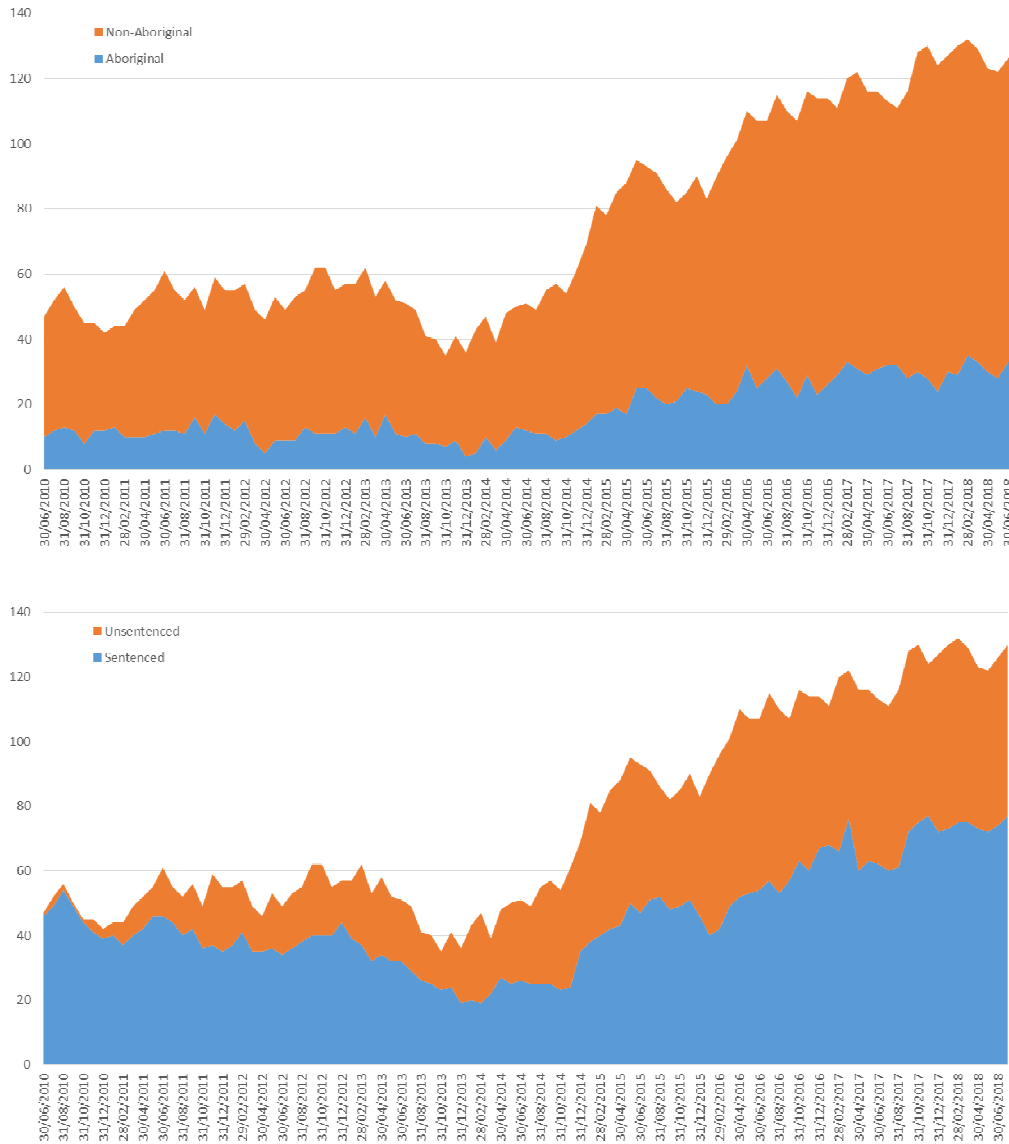


**Custodial receptions by whether the prisoner was under the influence of illegal drugs at the time of offending (self-reported)**



- 58% of prisoners received in 2017-18 indicated that they had been under the influence of alcohol at the time of their offending.
- 17% of prisoners received in 2017-18 indicated that they had been under the influence of illegal drugs at the time of their offending.

### Adults imprisoned<sup>5</sup> for a most serious offence involving illicit drugs



- On average, 76% of persons in prison during 2017-18 with a most serious offence involving illicit drugs were non-Aboriginal, and 24% were Aboriginal.
- On average, 57% of persons in prison during 2017-18 with a most serious offence involving illicit drugs were sentenced, and 43% were on remand.
- Prison sentences for drug offences can last for several years; this may be why the recent decline in apprehensions for illicit drug offences between 2015-16 and 2017-18 does not appear in the prisoner numbers.

<sup>5</sup> Based on a count of adults in prison at the end of the month; averages for the year are based on the average of 12 end-of-month values.

## Recent reviews and evaluations

### Banned Drinker Register process evaluation

The Banned Drinker Register (BDR) is a policy initiative which aims to improve community health and safety by reducing alcohol-related harms. It is an explicit alcohol supply reduction measure that involves placing people that consume alcohol at harmful levels, to themselves or others, onto a register which prohibits the consumption, possession or purchase of alcohol. In its current format, the limitation of purchasing is enacted through take-away alcohol outlets. The length of time an individual is on the BDR may differ from three, six or 12 months. Participation in voluntary therapeutic services aimed at reducing the harms of alcohol consumption can reduce the length of time an individual is on the BDR.

The BDR was officially reintroduced in the NT on 1 September 2017. A process evaluation was conducted in June 2018 and published by the Department of Health:

<https://digitallibrary.health.nt.gov.au/prodjspui/handle/10137/6982>

## Frameworks for reducing individual and social harms from illicit drug use and other addictive behaviours

As referenced earlier, the Department of the Attorney-General and Justice is presently developing a Justice Reform Framework bringing together a range of inter-related policy reforms that together weave a safety net to catch people before they spiral into criminal behaviour. Its objective is to break the cycle of reoffending by targeting the factors known to influence criminal behaviour including health, housing and education. It is the department's submission that alcohol and drug addiction, homelessness, family dysfunction and mental health issues most commonly set individuals on a path to crime. While the link between crime and alcohol and drug addiction is generally supported the correlation between gambling behaviour is not as clear; however, data from a gambling prevalence study in 2015<sup>6</sup> suggests that unmanaged gambling activity is contributing to harms (such as family dysfunction and mental health) which in turn contribute to criminal behaviour.

In relation to a justice perspective on the frameworks of reducing harm the department, the department plays a significant role in the development of laws and regulations regarding the sale, provision, promotion and consumption of Liquor as well as to regulate the activities associated with gambling.

Where individuals conduct is deemed counter to the prevailing laws and they are found to enter into the correctional system, the department uses a framework to address the behaviours associated with criminal behaviours to inform treatment options with the objective of reducing re-offending.

Both frameworks are outlined below.

### From a licensing and regulation perspective

#### Framework of regulating the sale of liquor

The sale and consumption of liquor is regulated by the *Liquor Act*. The primary object of the *Liquor Act* is to regulate the sale, provision, promotion and consumption of liquor:

- (a) so minimise the harm associated with the consumption of liquor; and
- (b) in a way that takes into account the public interest in the sale, provision, promotion and consumption of liquor

In dealing with a licence under that *Liquor Act* the objects of the *Liquor Act* must be considered in addition to the public interest.

The Northern Territory Liquor Commission is established under the *Liquor Commission Act* and is the primary decision maker in relation to liquor licences.

Alcohol related harms are aimed to be reduced by operation of the *Liquor Act* in various ways including the regulation of the way liquor can be sold, and by whom. Through the imposition of conditions on a liquor licence, the hours during which alcohol can be sold, as well as the type and amount of alcohol can be restricted.

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<sup>6</sup> <https://justice.nt.gov.au/regulatory-services/licensing-publications-and-strategies/gambling-research/Northern-Territory-2015-gambling-prevalence-and-wellbeing-survey>

The *Liquor Act* also empowers the Liquor Commission to prohibit the supply, consumption and possession of liquor in specified geographical areas, and allows persons to apply to the Director-General of Licensing to declare their homes restricted private premises, thereby prohibiting alcohol from being possessed and consumed at the identified residence.

### **Framework of regulating gambling activities**

Gambling in the Northern Territory is regulated by the following main Acts:

- *Gaming Control Act*
- *Gaming Machine Act*
- *Racing and Betting Act*
- *Totalisator Licensing and Regulation Act*

The objects of each Act aim to:

- promote probity and integrity in gaming;
- maintain the probity and integrity of persons engaged in the gaming industry;
- promote fairness, integrity and efficiency in the operations of persons engaged in gaming in the Territory;
- reduce the adverse social impact of gaming; and
- promote balanced contribution by the gaming industry to general community benefit and amenity.

Problem gambling is recognised as an addictive behaviour. The legislative frameworks established to regulate gambling activities permit gambling activities to be offered in such a way as to reduce or mitigate adverse social impacts of the activities.

Under the *Racing and Betting Act*, the Northern Territory Racing Commission is established and tasked with carrying out the functions of that Act, including but not limited to regulating sports bookmaker licences.

Under the remaining Acts, the Director-General of Licensing is tasked with regulatory responsibility for functions under those Acts, and the regulation of the gambling activities to which they relate.

Codes of Practice for Responsible Gambling in the Northern Territory have been approved under various gambling acts (for both land based and online providers) which impose further obligations on the way gambling services may be offered to minimise the potential for negative outcomes as a result of problem gambling.

The *Gaming Control Act* establishes the Community Benefit Fund which is funded via a levy imposed on gaming machines operated in hotels and by the casinos.

Moneys in the Community Benefit Fund are to be applied for the following purposes:

- (a) research into gambling activity, including the social and economic impact of gambling on individuals, families and the community;
- (b) promotion of community awareness and education in respect of problem gambling and provision of counselling, rehabilitation and support services for problem gamblers and their families in the Territory;

- (c) funding of community projects and services of benefit to communities throughout the Territory;
- (d) management and administrative support of the Fund.

### From an NT Correctional Services perspective

A number of studies have been undertaken to identify the risk factors correlated with criminal conduct and recidivism (re-offending). These factors are known as criminogenic needs and targeting and addressing these factors for change is the key to lowering recidivism rates and producing good results for prisoners and hence for the community.

Central Eight Risk/Need Factors	Strengths	Dynamic need and promising intermediate targets of change
<p><b>1. Criminal History</b></p> <p>This includes early involvement in a number and variety of criminal activities in a range of settings, such as in the home and out of the home. Major indicators include being arrested at a young age, a large number of prior offences, and rule violations while on conditional release.</p>	<p>Criminal behaviour is absent or so rare that criminal acts contribute minimally to pro-criminal attitudes.</p>	<p><b>**This is a static factor**</b></p> <p>A history cannot be changed, but appropriate intermediate targets of change include building up new noncriminal behaviours in high-risk situations and building self-efficacy beliefs supporting rehabilitation.</p>
<p><b>2. Pro-criminal Attitudes</b></p> <p>This set of variables includes attitudes, values, beliefs, rationalisations and thoughts that are favourable to crime. The cognitive-emotional states associated with crime are anger and feeling irritated, resentful and/or defiant. Specific indicators would include identification with criminals, negative attitudes toward the law and justice system, a belief that crime will yield rewards, and rationalisations that specify a broad range of conditions under which crime is justified (e.g. the victim deserved it, the victim is worthless).</p>	<p>Rejects pro-criminal sentiments; personal identity is explicitly prosocial.</p>	<p>The pro-criminal attitudes and cognitions are subject to change through reduction of pro-criminal thinking and through building and practicing prosocial thoughts.</p>
<p><b>3. Pro-criminal Associates</b></p> <p>This risk/need factor includes both association with pro-criminal others and relative isolation from prosocial others.</p>	<p>Strong nurturance and caring in combination with strong monitoring and supervision.</p>	<p>This factor is dynamic, and the appropriate intermediate targets are reduce association with pro-criminal others and enhance association with prosocial others.</p>
<p><b>4. Antisocial Personality Pattern</b></p> <p>In everyday language: impulsive, adventurous pleasure-seeking, generalised trouble (multiple victims,</p>		<p>Increase self-management skills, build empathy, anger</p>

Central Eight Risk/Need Factors	Strengths	Dynamic need and promising intermediate targets of change
multiple settings), restlessly aggressive, callous disregard for others.	High self-control and good problem-solving skills.	management and improve problem-solving skills.
<p><b>5. Family/Marital</b></p> <p>The key to assessing both family of origin for young people and marital circumstances for older people is the quality of the interpersonal relationships within the unit (parent-child or spouse-spouse) and the behavioural expectations and rules in regards to criminal behaviour, including monitoring, supervision and disciplinary approaches.</p>	Strong nurturance and caring in combination with strong monitoring and supervision.	Reduce conflict, build positive relationships, enhance monitoring and supervision.
<p><b>6. School/Work</b></p> <p>Emphasis is on the quality of the interpersonal relationships within the settings of school and/or work. Generally, the risk/need factors are low levels of performance and rewarding involvement and satisfactions.</p>	Strong attachments to fellow students/colleagues along with authority figures in combination with high levels of performance and satisfaction at school/work.	Enhance performance, involvement, and rewards and satisfactions.
<p><b>7. Substance Abuse</b></p> <p>Problems with alcohol and/or other drugs (tobacco excluded). Current problems with substances indicate higher risk than a prior history of abuse.</p>	No evidence of risky substance abuse and sentiments tend to be negative toward substance abuse.	Reduce substance abuse, reduce the personal and interpersonal supports for substance-oriented behaviour, enhance alternatives to substance abuse.
<p><b>8. Leisure/Recreation</b></p> <p>Low levels of involvement and satisfactions in prosocial leisure pursuits.</p>	High levels of involvement in and satisfactions in prosocial leisure pursuits.	Enhance involvement and rewards and satisfaction.

## Strategies for coordinated treatment of addictive behaviours

### Gambling Amelioration programs

Through the CBF a range of non-government organisations are funded to deliver programs that promote community awareness and education in respect of problem gambling and provision of counselling, rehabilitation and support services for problem gamblers and their families in the Territory. This category of funding is referred to as amelioration grants. In June 2018 the Attorney-General and Justice approved amelioration funding for several organisations for a five year periods in line with the Government's non-government organisation funding policy. While some of these organisations are also funded to deliver alcohol and other drug amelioration services and programs, and it is likely that people seeking intervention services for gambling related harms may also seek interventions for co-morbid addiction issues such as alcohol or illicit drugs, the funding sources are separate and at present, no data is collected from an integrated perspective. It is also noted that access to gambling related harm interventions are generated through self-referrals only, unlike other alcohol or illicit drugs which can be integrated with the criminal justice system. Although clients may be provided with information about amelioration services through various sources such as gambling venues, general practitioners or other amelioration services provided, ultimately it is a matter for the individual to make contact with the service provider.

#### Somerville Community Services Inc

Somerville Community Services has been funded for five years for the provision of financial counselling services in the Darwin and Katherine region, including work on the National Debt Helpline. Counsellors work with existing or recovering gamblers and/or their families. Somerville works in partnership with Amity Community Services who provide behavioural counselling.

#### Amity Community Services Inc

Amity has been funded for five years to provide a range of both education and counselling services under its Harm Minimisation and Education Program offered in the Northern Territory. The following is a summary of the activities offered through this program:

1. Intervention and Treatment
  - Face to face counselling through behavioural and cognitive models.
  - 24 hour gambling helpline.
  - Email education and information.
  - Assistance with self-exclusion.
  - Web based information and personal and family gambling strategies.
2. Community Education and Development
  - Responsible gambling awareness week.
  - School sessions with year 7 and 8 students.
  - Information sessions for Catholic Care for workers who deliver services around financial wellness and capability.

- Provide information and training to Salvation Army workers.
  - 'Women of Worth' providing six months pre and post release support to women involved in the justice system.
3. Health promotion resources
- Talking posters for Aboriginal health promotion messaging.
4. Training and Support
- Responsible Gambling training for industry employees.
  - Community liaison support.
  - Information about staff gambling to industry employees due to higher risk profiles
  - Training for red-flag behaviours and self-exclusion.
  - Code of Practice support.

### **Aboriginal Resource and Development Services Inc**

In 2016-17 Aboriginal Resources and Development Services (ARDS) was funded to deliver a 'pokie problem-gambling literacy for Yolŋu Project' (the Language Project) which aimed to reduce confusion about gambling and problems associated with gambling, and particularly with electronic gaming machines. Stories were developed and told in language and broadcast on Yolŋu radio. ARDS has received a further three years funding to build on the Language Project which will be used to facilitate discussion with and between Yolŋu people about problem gambling and community resilience.

ARDS will distribute small, branded radios and digital downloads to Yolŋu via a number of service organisations that engage with Yolŋu in Darwin, Yirrkala/Nhulunbuy and Laynha homelands, and Gapuwiyak. These will increase access to the radio programs, and enable Yolŋu throughout the Northern Territory to engage in conversations with each other and with our project team about gambling.

### **Holyoake Alice Springs**

Holyoake Alice Springs has been funded for three years to deliver the 'Sandplay Therapy program' in schools in Alice Springs. This program is offered to help fill the gap where support is lacking for young children, and is an active and creative form of therapy with a long and distinguished history originating in London in the 1920s. Sandplay Therapy is a non-verbal, early intervention modality where children between the ages of 5 and 12 can freely explore their feelings and learn to share them. Sandplay is particularly suited to work with young people as it provides unique and developmentally appropriate opportunities for engagement in a therapeutic process. Sandplay is experienced as non-threatening and relaxing, there is no counsellor agenda imposed, nor any pressure to 'do' anything, just an invitation to play or create a picture. The safety of this modality can help children create a sense of safe containment of traumatic material within the boundaries of the sandtray.

Holyoake has two Sandplay rooms on the premises and also rooms set up in seven different Alice Springs Schools. The demand for Sandplay has grown significantly over the last three years.

## **Gambling Help Online**

Northern Territory contributes funding to a national program called gambling help online that provides 24 hour online and phone counselling services to people experiencing problem gambling in Australia. All state and territories contribute to the funding of this service.

## **From an NT Correctional Services perspective**

NT Correctional Services offer a range of treatment and psycho-educational programs in both the custodial and community corrections area to address offending behaviour. The programs in relation to alcohol and other drugs are often complemented by completion of other offence specific programs, such as the violent offender program, given the high percentage of offending that occurs while under the influence of alcohol and/or drugs, and the number of prisoners who present with addictions to alcohol and/or other drugs.

Programs are available to male and female prisoners with varying sentence lengths, with Safe Sober Strong programs also available to people on remand and Women of Worth to female prisoners at the Darwin Correctional Centre.

Eligibility for treatment programs will be determined by clinical assessments and program requirements, with offenders prioritised by their release dates. All of the programs are run in groups, although individual intervention is available to offenders who are not suitable for a group program.

### **Programs available at Alice Springs Correctional Centre – noting sex offenders are transferred to Darwin Correctional Centre for treatment**

- Intensive Alcohol and Drug Program
- Safe, Sober, Strong Program
- Family Violence Program
- Individual Treatment Interventions (sex offenders, high risk violent offenders)
- Alcohol and Other Drugs Program (facilitated by outside provider DASA).

### **Programs available at Darwin Correctional Centre**

- Intensive Alcohol and Drug Program
- Safe, Sober, Strong Program
- Family Violence Program
- Individual Treatment Interventions
- AOD (Department of Health, Prison In-Reach)
- Sex Offender Treatment Program
- Sex Offender Treatment Programs/Responsibility, Safety, Victims and Plans
- Violent Offender Treatment Program & Violent Offender Treatment Program -Moderate
- RAGE Program – Recognising Anger, Gaining Empowerment

In addition to the above, NT Correctional Services provides a range of offence related psychological education (Alternatives to Violence, Women of Worth, Healthy Relationships) as well as prosocial activities, such as religion, parenting/family and sport & recreation, while offenders are in custody.

## **Offence specific and offence related programs**

### **Intensive Alcohol and Drugs Program**

The primary treatment program for prisoners in Darwin and Alice Springs correctional facilities is the Intensive Drug and Alcohol Program. The program combines traditional psycho-educational components with psycho-therapeutic treatment. Intensive Drug and Alcohol Program targets prisoners who clearly have a chronic alcohol or illicit drug problem and who have been assessed with alcohol and other drug use that is directly related to their offending. Conversely, most prisoners entering correctional facilities who exhibit problems with alcohol and/or drug use will be referred to psycho-educational AOD programs, rather than the Intensive Drug and Alcohol Program (in-house psycho-educational programs include Safe, Sober, Strong and the Alcohol and Other Drugs program).

The original Intensive Drug and Alcohol Program was developed in 2010 after consultation with the Indigenous Consultative Committee and was run as an open group from 2011 through 2014 in Alice Springs and Darwin correctional centres. The program was written to meet the needs of Aboriginal offenders who make up the bulk of our offending. The overlap between AOD and offending is considerable which was why Intensive Drug and Alcohol Program was the first program to be modified to meet the cultural and responsivity needs of prisoners. The program was reviewed and modified in 2015 with the focus on creating a closed group; this is in line with best practice in other jurisdictions and operational needs of our correctional facilities.

The Intensive Drug and Alcohol Program is a 24 session program, typically run over a three month period, with nine modules which cover awareness about drug and alcohol use, and also address treatment needs related to offending. The assessment process involves a clinical assessment. The current plan is for programs to be evaluated in the 2018-2019 financial year.

### **Safe Sober Strong Program**

The Safe Sober Strong program was developed by the Offender Services and Programs Branch in late 2012. It is suitable for both sentenced and remand male and female prisoners. The Safe Sober Strong Program is a psycho-educational offence-related program designed to be flexible so as to meet the needs of a wide range of offenders with varied sentence lengths.

The Safe Sober Strong Program uses a cognitive behavioural approach to increase client awareness of offending behaviour, and to provide strategies that enhance pro-social thinking and goal setting. The program includes modules that address problem areas empirically related to recidivism. It uses a range of treatment methods that have been shown to reduce recidivism.

The Safe Sober Strong Program is comprised of stand-alone modules that can be delivered in an open or closed group format. Participants can complete isolated program modules or all modules as required or available.

### **Sex Offender Treatment Program**

The Sex Offender Treatment Program uses up-to-date and well-recognised methods to address sexual offending behaviours. It provides prisoners with thinking skills to understand their offending patterns and then behavioural skills to control their risk of further sexual offending behaviour.

The Sexual Offender Treatment Program requires prisoners to take responsibility for what they have done and to reflect on how their offending behaviour has impacted on their victims and society as a whole. During the program prisoners are tasked with developing a safety plan for the future and assisted to set goals for themselves to support them to function in a positive way when they leave prison.

**Sex Offender Treatment Program/Responsibility, Safety, Victims, Plans Program**

The Sex Offender Treatment Program/Responsibility, Safety, Victims, Plans program (was developed in 2015. It is a low intensity program designed to meet the intervention needs of low and moderate-low risk sexual offenders. The program adheres to the Risk, Need and Responsivity principles, and this includes cultural responsivity.

The Sex Offender Treatment Program/Responsibility, Safety, Victims, Plans program is structured around 20 sessions typically delivered over a three month period. It includes modules that address problem areas empirically related to recidivism, as well as modules that provide psycho-education around sexuality, sexual health and healthy relationships. It utilises a range of treatment methods that have been shown to reduce recidivism such as cognitive behavioural strategies. Such strategies have been adapted to meet the needs of a collective Aboriginal client group.

The Sex Offender Treatment Program/Responsibility, Safety, Victims, Plans program modules explore issues from prisoners’ past and present, as well as looking forwards towards the future. The ultimate aim of this program is for prisoners to complete the 20 modules and at the end of the program have a comprehensive plan that includes their goals, self- management strategies and outlines their access to supports once back in the community.

**Violent Offender Treatment Program**

The Violent Offender Treatment Program identifies and treats the underlying attitudes of a person who commits serious acts of physical violence, exhibits a willingness to inflict harm on others and has feelings of justification and an attitude of entitlement related to doing so.

The Violent Offender Treatment Program is structured around eleven modules which are typically delivered over a six month period.

Program Modules:

- Introduction
- Life pathways
- Offence process
- Pro-social thinking
- Managing emotions
- Victim awareness
- Self-management
- Anger and violence
- Interpersonal relationships
- The making of a man
- Substance use and violence

**Violent Offender Treatment Program - Moderate**

The Violent Offender Treatment Program-Moderate is a low intensity program designed to meet the intervention needs of low and moderate-low risk violent offenders.

The Violent Offender Treatment Program-Moderate is a shorter and less intensive program when compared with the Violent Offender Treatment Program, and it is structured around thirty three sessions which are typically delivered over a three month period.

### **Recognising Anger and Gaining Empowerment Program (RAGE)**

RAGE is a high intensity program which runs for six months and is 144 hours in duration. It was designed to meet the needs of NT offenders who have been convicted of violent offences within family or kinship groups. The program is delivered in a closed group manner. The program modules target dynamic risk factors, those that are amenable to change.

The RAGE Program incorporates a meta-theory of violence that violence increases when environmental triggers and internal states (rage, jealousy and aggression) overcome a person's ability to self-regulate and uses a multi-modal treatment modality incorporating cognitive behavioural techniques, experiential, skills motivational interviewing, and narrative therapy, approach to increase client awareness of offending behaviour, and to provide strategies that enhance pro-social thinking and goal setting. The program includes modules that address problem areas empirically related to recidivism. It uses a range of treatment methods that have been shown to reduce recidivism.

### **Family Violence Program**

There is a Family Violence Program for male perpetrators as well as a Family Violence Program for female perpetrators of family violence. This is a gazetted perpetrator program under section 78 of the *Sentencing Act*. Participants learn that family violence is a crime and is not acceptable. Their beliefs, attitudes and behaviour are challenged in a non-threatening manner and they learn to take responsibility for their thoughts, feelings and behaviour.

The Family Violence Program is a psycho-educational program based on cognitive behaviour therapy principles, but delivered in an experiential format (hands on activities and various community speakers for programs run in the community) rather than book learning and watching videos.

The Family Violence Program reinforces that family violence is a crime and is not acceptable. It challenges attitudes and behaviour that allow violence and abuse to occur. This program assists participants to develop capacity to accept responsibility for the violence they have committed. For the community based program, it allows participants to remain in the community while learning and practising skills and strategies to reduce the likelihood of further violent behaviour.

The program runs as a five day program in both the Darwin and Alice Springs correctional centres, as well as various remote communities throughout the Northern Territory.

### **Women of Worth Program and the YWCA**

The Women of Worth (WoW) Program provides six months pre and post release support to female offenders (on remand or scheduled for release within six months, released prisoners and those under community supervision orders). YWCA staff members provided a range of psycho-social education and accredited training programs to women prisoners at Darwin Correctional Centre two days per week. The program also supports women in key transition areas of:

- reconnecting with children, family and community
- advocacy and referrals to a variety of service providers
- health and wellness

- crisis accommodation and long-term housing
- domestic and family violence support and referral, and
- education, training and employment pathways.

Each volunteer client receives individual case management support to plan for their upcoming release. Upon release, women receive up to 12 months intensive post-release support to assist with their reintegration back into the wider community.

The WoW program is strengths based, evidence shaped, inclusive and trauma informed, flexible and responsive to client's needs, meeting the requirements of the 'Prison to Work' policy by supporting female offenders in pre and post release programs utilising a holistic women centred approach that includes individual case management, advocacy, psycho-social support and referrals to assist reintegration.

The program has been run at Darwin Correctional Centre by the YWCA Darwin since August 2015, with funding provided by the Tim Fairfax Family Foundation, and since 2017 through combined funding with NT Correctional Services.

Charles Darwin University evaluated the WoW program in November 2017, finding that of 84 participants, three had returned to prison for new offences, a further 12 reimprisoned for breach of conditions, 15 current clients were awaiting release, meaning that 52 had not reoffended since their engagement with WoW.

### **External Alcohol and other drugs programs**

Post release community based treatment recommendations are made for prisoners. These happen through several avenues as part of parole conditions, Community Supervision Orders, or voluntary reintegration. These services include but are not limited to Central Australian Aboriginal Alcohol Programs Unit (CAAPU), Foundation of Rehabilitation with Aboriginal Alcohol Related Difficulties (FORWAARD), Council for Aboriginal Alcohol Programs Services (CAAPS), Banyan House, Drug & Alcohol Services Association (DASA), Venndale, Sunrise Top End Drug and Alcohol Services. Prisoners are also referred to private providers through their GP through Mental Health Care plans. The capacity to engage in secondary programs is subject to factors beyond the ambit of NT Correctional Services, this includes such things as place availability, exclusion/inclusion rules of the body, funding and the like.

AOD use is a recognised criminogenic risk factor; as such, access to treatment services is important in rehabilitation and reducing recidivism.

Northern Territory Correctional Services administers grant funding to non-government organisations for the delivery of alcohol and other drug AOD treatment for correctional services clients. Historically this funding has been directed at residential AOD treatment beds.

By funding beds specifically for correctional services clients, NT Correctional Services has expanded the number of places available to meet the high demand for residential AOD treatment reducing the impact upon services funded by the Department of Health.

NT Correctional Services has partnered with Kalano Community Association (Kalano) to provide 15 AOD treatment beds at the Venndale facility, south of Katherine. These beds are specifically allocated to correctional services clients.

Prisoners are released to attend the AOD rehabilitation program on General Leave Permits and are jointly supervised by the Darwin Correctional Centre and Community Corrections officers.

Grant funding to FORWAARD for the delivery of nine dedicated residential AOD Treatment beds for COMMIT and COMMIT Parole offenders came into effect on 11 September 2017.

NT Correctional Services will continue to work with Venndale to ensure that clients referred to the program receive the best possible interventions to address their criminogenic needs and that protective factors are strengthened during the period in treatment.

## **Extent and effectiveness of current harm reduction practices in the NT, including health, law enforcement, education and community support programmes**

### **Review and effectiveness of the for responsible gambling initiatives**

A review of the Code of Practice for Responsible Gambling in the Northern Territory for land based venues is currently being conducted by the Australian National University (The Code of Practice Review). This Code of Practice Review will compare the NT code to other jurisdictions in Australia, interview venue operators and patrons to determine what aspects work, and examine the effectiveness of the Code of Practice. The Code of Practice Review will provide recommendations for how the Code of Practice can be improved.

On 18 December 2015 the Hon Barry O’Farrell provided the Review of Illegal Offshore Wagering Report to the Commonwealth Minister for Social Services and the Minister for Communication and the Arts. The Illegal Offshore Wagering Report made 19 recommendations which were considered to provide an appropriate balance between allowing domestic operators to compete on a level playing field with offshore operators while ensuring a robust framework for identifying and addressing the harms associated with gambling.

The Commonwealth Government released its response to the report in April 2016, and indicated it accepted in full or in-principle support for 18 of the Review’s 19 recommendations. While the Government proposed a three-staged approach, central to that approach was the establishment of a national consumer protection framework (National Framework). The aim is to empower individual gamblers to ensure that problem gambling is minimised.

The states and territories and the Commonwealth have been working collaboratively to develop the National Framework for online wagering. It is expected that agreement on the National Framework will be reached in the coming months, and it is expected that the various measures will be progressively introduced over the course of 18 months from its commencement. Some measures will also require further trialling and testing before their implementation.

Following the National Framework’s announcement, governments expect to consult with key stakeholders, including industry, to ensure a smooth and consistent implementation. It is also expected a governance committee consisting of representatives from each of the relevant Commonwealth, state and territory government departments will be established to support the effective implementation, ongoing management, review and updating of the National Framework.

### **2018 Northern Territory Gambling Prevalence and Wellbeing Survey and Qualitative follow-up study (2018 Prevalence Study)**

The Minister has approved funding of the 2018 Prevalence Study which is expected to be completed in December 2019. The Study is an important tool for the Northern Territory Government to understand the prevalence of gambling activities, and the level of harms being experienced as a result of gambling, particularly given the increase in gaming machines in 2015/16 and 2017. The key objectives are of the 2018 Prevalence Study include:

- To carry out a 2018 NT Gambling Prevalence and Wellbeing Survey, and compare key indicators (e.g.

PGSI, harms from own and other's gambling, gambling participation, gambling behaviour) with estimates from the 2015 and 2005 NT gambling prevalence surveys, and collect additional information on attitudes to gambling and gambling regulation in the NT adult population.

- To recontact a targeted selection of gamblers included in both the 2015 and 2018 surveys and carry out semi-structured interviews and qualitative analyses to explore interactions between gambling behaviour, type of gambling, venues, gambling operators, safe gambling and health promotion to reduce gambling harm.

## **Effectiveness of NT Correctional Services programs**

NT Correctional Services is presently in the process of developing effective evaluation tools and frameworks to build the evidence base, linking therapeutic programs to the reduction in recidivism. Therapeutic programs form one aspect of a structured range of programs undertaken by NT Correctional Services (including education and employment programs) to address offending behaviour and provide skills to enable prisoner to reintegrate into the community. Recent trends show a marked decrease in the female prisoner population.

### **Recidivism rates**

Over the last five years, the rate of prisoners returning to prison in the NT (male and female) has declined, from 62.4 per cent in 2012-13 to 57.1 per cent in 2016-17 (5.3 per cent decrease).

Over the last several years, NT Correctional Services has focussed on programs and service delivery that address the criminogenic needs of offenders, particularly in the areas of offending behaviour, employment skills and addressing alcohol and other drugs misuse, and the statistics show that this focus is achieving the desired results.

### **Female Imprisonment rates**

The NT Aboriginal female imprisonment rate was 370.5 prisoners per 100,000 adult female Aboriginal population in the March quarter 2018. This is 27.1 per cent less than the Australia-wide rate for Aboriginal female imprisonment in the March quarter 2018, and is currently the second-lowest imprisonment rate for Aboriginal females of all Australian jurisdictions.

The female imprisonment rate in the NT for the March 2018 quarter rate was 29.2 per cent lower than for the same quarter in 2015. Women prisoners are only a small proportion of the NT prison population, however this does not negate the importance of addressing their particular needs.

## New approaches that may be effective in the NT context including urban, regional and remote areas and Aboriginal communities

### Key Points

- Gaps in service provision for community based AOD programs, especially in remote communities.
- Limited access to general counselling in remote and regional communities.
- Structure of government funding for therapeutic programs can restrict providers' abilities to address addictive behaviours which exist co-morbidly with other addictive behaviours.
- Limited diversionary programs for Courts to better address offending behaviour and addiction problems.

### Specialist Courts

The department strongly supports the reintroduction of therapeutic Courts should appropriate funding be available. Following the reintroduction of the Banned Drinkers Register (BDR) and outcomes of the Alcohol review which recommended offenders be managed through therapeutic Courts with an emphasis on diversion and treatment, it is position of the department that SMART/CREDIT court ('the court') could be reintroduced should funding be allocated.

The former SMART Court was open to both adults and youths. In this program, a Court could refer a person to the SMART Court if the person appeared to have a history of serious substance abuse and has been found guilty, pleaded guilty or indicated that they will plead guilty to an offence.

The SMART Court could make a SMART order if the offender:

- had been found guilty;
- agreed to abide by a SMART order;
- had a history of serious substance misuse; and
- the substance misuse contributed to commission of the offence.

There were two types of SMART orders:

- Sentencing deferred for between 6 and 12 months and conditions imposed.
- The offender is given a custodial sentence, suspended for between 6 and 12 months, with conditions imposed.

A wide range of conditions were imposed. These may have included banning purchase or consumption; undertaking treatment, programs or other activities; testing; supervision; stating where the offender may reside; and imposing a curfew. Progress under the order was monitored closely by the SMART Court. The SMART Court also had a broad range of rewards and sanctions that may be conferred or imposed depending on progress of the offender.

SMART Orders were flexible and designed to suit each case, and part of an overall court process and sentence.

The program was designed so that it could benefit someone who misuses drugs or alcohol, so that they could be given an opportunity to receive treatment and rehabilitation.

The court had previously been abolished following the removal of the BDR, without an opportunity to evaluate outcomes.

Similarly Community courts or Aboriginal Courts may also go some way to better address the needs of regional and remote and Aboriginal communities.

## **NT Gambling Project**

Through the Community Benefit Fund, the NT Government is funding a three-year research and intervention program, called the NT Gambling Project, to tackle problem gambling in three remote Aboriginal communities. The Australian National University, Menzies School of Health Research and Amity Community Services are the three organisations working on this project.

The project aims to apply a public health approach to problem gambling. Initial research to determine the extent and type of problem gambling has been conducted. A public health campaign, customised to each location, has been developed and is being applied while being assessed and improved. At the completion of the campaign, further research will be conducted to determine what improvements have been achieved.

Key aspects of this project were that:

- communities were required to apply if they wanted to participate, ensuring that access issues and participation issues were overcome, and it provided an element of ownership by the communities of the project.
- the public health campaign is using local services to deliver the project, being led by Amity Community Services. This has an aim of achieving ongoing benefit beyond the three-year project.
- the evaluation of the public health campaign happens in real time, allowing improvements to be introduced to increase its effectiveness.

## **iTalk – awareness campaign for remote communities**

Another project funded through the Community Benefit Fund was 'iTalk'. This began as an awareness and education program about the effects of problem gambling in communities, and adopted a cartoon story approach. The benefit of the program's approach was that it sought to break down language barriers often experienced in remote communities. The cartoon stories depicted scenarios relating to problem gambling and the outcomes that could be achieved. The stories had the ability for users to record their own dialogue explaining the pictures, which was designed for use in communities and schools.

## **Alternatives to custody/prison for the Northern Territory**

AGD recently secured funds of \$8.8 million over three years from the government to deliver two pilot alternatives to custody/prison (ATP) in the NT to be located in Alice Springs, and the second in the Arnhem Land region.

An alternative to prison is a facility other than a prison that will allow access by clients to targeted, tailored rehabilitation programs that address a person's criminogenic factors, including those related to

addictive behaviours, that to prevent that person from re-offending and re- entering the criminal justice system.

### **Benefits of an ATP include**

- The capacity to repair and restore faith in communities and provide treatment to clients in a culturally safe and competent environment.
- ATP benefits communities by reducing prison numbers and they can prevent crimes in the future, making communities safer.
- These facilities can if necessary, place intensive conditions and supervision aligned with rigid rehabilitation arrangements on the client to ensure strong coping mechanisms on return to communities.
- It allows for government and the Aboriginal communities to partner and to be held accountable in a community driven response to crime.
- Research has shown that access to diversion results in the offender less likely to re-offend than those who are imprisoned.

### **How would these facilities be managed?**

- Correctional Services would provide a presence for the monitoring and auditing arrangements including electronic monitoring, drug and alcohol testing to ensure compliance with court directions, police and court ordered bail conditions.
- Community leaders and an engaged NGO will provide the day to day arrangements at these facilities, supported by other government agencies. The day to day arrangements, including the provision of a structured day, work opportunities and volunteer and community service work would be supervised by the Aboriginal people employed in the facility.
- A governing committee with senior government representatives and other parties will oversee the two ATP sites.

### **What would be the benefits of adopting this model?**

#### **Economic**

- It provides options for authorities at any stage of the criminal proceedings within the justice system.
- It ensures that government and non-government agencies do not work in isolation when they deliver projects, programs and services that impact on Aboriginal people in the justice system.
- It engages a process that is efficient, effective that adopts best practice.

#### **Social**

- This model provides a safer community.

- It allows a process where the victim can provide input into the client’s rehabilitation and retribution and witness the effort of the offender/client in taking ownership and responsibility for their behaviour.
- Access to these facilities will strengthen families and communities.
- It develops and maintains healthy, co-operative relationships with Aboriginal people and government.

### **Safety**

- The victims of a crime can be part of the process to feed into the sentencing process.
- It allows for one on one tailored management of the client that addresses their needs that will reduce the risk of clients re-offending.
- It targets rehabilitation for clients who reside in remote and very remote locations.

### **Cultural**

- Restoring trust into local authority is important to restore the social fabric that is currently frayed in many Aboriginal communities. By allowing Aboriginal people to be part of the solution and in partnership with government, it will ensure that each party are engaged and also held accountable for any obligations and deliverables that in turn will restore respect for elders, and trust in all parties.
- It allows for older community members and women the ability to be heard and provide input into the rehabilitation process of the client, the family and extended family.
- It allows for on-going long term internal community disputes to be reconciled.

### **When will the facilities be operational?**

- The first model (in Alice Springs) is anticipated to be operating by July 2019. There are several entry points for clients who would use these facilities.

### **Access to the ATP**

- There are two different models for two different locations:
  - The location in Alice Springs uses existing infrastructure and will target Aboriginal women, mostly from town camps and surrounding remote communities.
  - The Arnhem land facility will need to be built and consultations remaining on going, noting that clients could include adults and youth, and it is most likely to target remote Aboriginal adult males.
- At this stage, discussions have identified that serious and sex offenders and will not be eligible to utilise these facilities. Those clients also requiring specialist treatment that cannot be provided at the facilities will also be ineligible.

There are several types of clients who may use the ATP facility:

- **Clients at risk:** These are clients (who can be self-referred) who are displaying antisocial and disruptive behaviour in their community who can be referred to these facilities to allow for early intervention and rehabilitation to reduce the risk of negative contact with the criminal justice system.
- **Police Bail:** Police will have options to divert clients who are charged, bailed, or those formally cautioned clients to this facility.
- **Court Bail and Sentencing:** Courts will have the option to divert clients before the courts with bail and sentencing conditions.
- **Leave Arrangements from a Correctional Services Facility:** Includes those as provided within relevant legislation that includes leave including administrative home detention.
- **Parolees:** The parole board will have the option to utilise these facilities for prisoners who are eligible for parole.

### **What services and programs would be delivered at these facilities?**

- All clients using these facilities are eligible for intensive rehabilitation facilities that are currently offered by government agencies and non-government service providers.
- This model enables tailored programs that target and impact effectively a client's mental and physical behaviour and substance misuse that is effective and efficient, that will in turn enable clients to be returned as constructive, law abiding, contributing members of their community.
- It will ensure any education, training and rehabilitation programs target the root causes of offending as well as support for the family unit.
- This would require clients to reside full time at these facilities, and to fully participate in a 'structured day', that could include access to the work for the dole Community Development Program (CDP), paid full time, part time or casual work. If warranted the work would be extended on the return of the client to their respective community.
- As part of the process, clients may also be required to complete retribution activities for their victims in various negotiated forms.

### **Who will drive the ATP?**

- Direct responsibility for scoping, driving and delivering on this project lies with the Aboriginal Justice Unit within the Department of the Attorney General and Justice, along with assistance of other key agencies including the Commonwealth, and NT agencies such as Police, Health, Education, Housing and Infrastructure and more.
- Project officers are currently being employed as well as the development of extensive detailed project plans for the two sites.
- Legislative and other consideration, including the governance structure will form part of the project deliverables.
- The design of the model, including the role of NT Correctional Services is to be negotiated with each location.