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## 7 Corrective services

Corrective services aim to provide a safe, secure and humane custodial environment and an effective community corrections environment in which prisoners and offenders are effectively managed, commensurate with their needs and the risks they pose to the community. Additionally, corrective services aim to reduce the risk of re-offending by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community and encourage offenders to adopt a law-abiding way of life.

The term ‘prisoners’ is used in this chapter to refer to people held in full time custody under the jurisdiction of an adult corrective service agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand. ‘Periodic detainees’ refers to persons subject to a periodic detention order, which requires them to be held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services. The term ‘offenders’ is used to refer to people serving community corrections orders.

In this Report, corrective services include prison custody (including periodic detention) and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). Both public and privately operated correctional facilities are included; however, the scope of this chapter generally does not extend to:

- juvenile justice<sup>1</sup> (which is covered in the community services preface)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of health departments)
- prisoners held in police custody (who are covered in the police services chapter)
- people held in facilities such as immigration or military detention centres.

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<sup>1</sup> As of 2004-05, corrective services in NSW manages one 40-bed facility that houses males aged 16 to 18. These young offenders are included in the daily average number of prisoners and are therefore included in the calculation of indicators. As they represent only a very small proportion of NSW prisoners (less than one-half of a percent), they will have a negligible effect on these indicators and this footnote has therefore not been added to each table and figure.

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A profile of the corrective services sector is provided in section 7.1. The framework of performance indicators is outlined in section 7.2, and the data collected are discussed in section 7.3. Future developments in performance reporting are broadly discussed in section 7.4. Jurisdictions' comments are covered in section 7.5. Section 7.6 provides definitions and section 7.7 lists the supporting tables. Supporting tables are identified in references throughout the chapter by an 'A' suffix (for example, table 7A.3 is table 3 in chapter 7 of the supporting tables). Supporting tables are provided on the CD-Rom enclosed with the Report. Section 7.8 gives the references used in this chapter.

## **7.1 Profile of corrective services**

### **Service overview**

As discussed in the justice preface, the operation of corrective services is significantly influenced by, and in turn influences, the other two components of the criminal justice system: police and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies, however, the scope of the responsibilities of these agencies varies widely. Functions administered by corrective services in one jurisdiction may be administered by a different justice sector agency in another — for example, the management of prisoners held in court cells or police cells, the supervision of juvenile offenders on community corrections orders, juvenile detention, and responsibility for the prosecution of breaches of community corrections orders vary across jurisdictions.

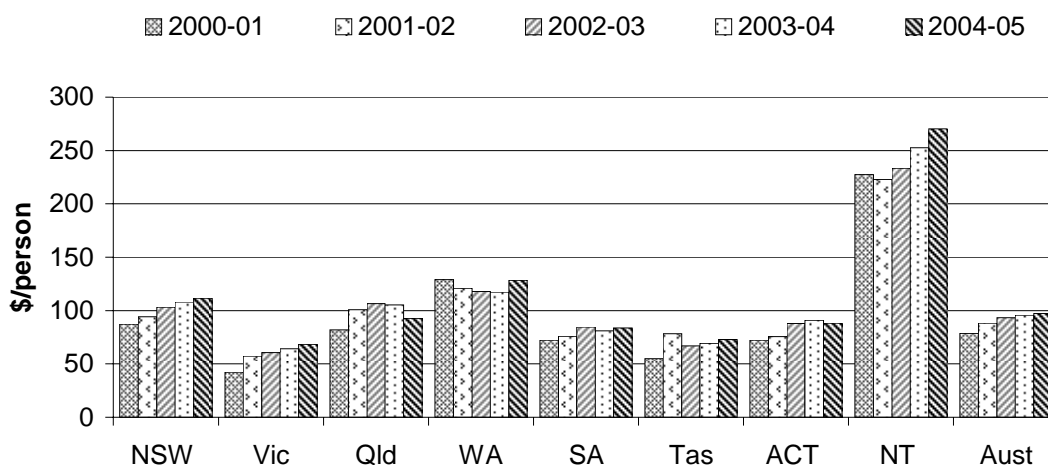
### **Roles and responsibilities**

Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2004-05, the ACT maintained two remand facilities and one periodic detention centre, with people sentenced to imprisonment in the ACT being held in NSW prisons under contractual arrangements between the two jurisdictions. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2004-05. Two jurisdictions (NSW and the ACT) provided periodic detention for prisoners — for example, weekend detention in custody, whereby prisoners can return home and maintain work commitments during the week.

## Funding

Reported expenditure on corrective services (net of revenue derived from own sources and excluding payroll tax) totalled \$2.0 billion nationally in 2004-05 — \$1.7 billion for prisons (85.0 per cent), \$221.6 million for community corrections (11.3 per cent) and \$71.8 million (3.7 per cent) for transport and escort services (table 7A.11).<sup>2</sup> National expenditure per person in the population increased in real terms from \$79 in 2000-01 to \$97 in 2004-05 (figure 7.1).

Figure 7.1 **Real expenditure on corrective services per person (2004-05 dollars)<sup>a, b</sup>**



<sup>a</sup> Includes expenditure for all corrections (prisons, transport and escort services, and community corrections) net of recurrent receipts (own source revenues); excludes payroll tax. Includes depreciation, capital asset charges, debt servicing fees and other associated capital expenses; excludes the user cost of capital. Per person cost is calculated using total population (all ages). <sup>b</sup> Data for previous years have been adjusted to 2004-05 dollars using the gross domestic product price deflator (table A.26).

Source: State and Territory governments (unpublished); table 7A.12.

## Size and scope of sector

### *Prison custody*

Corrective services operated 120 custodial facilities nationally as at 30 June 2005 (table 7A.2). These comprised 81 government-operated prisons and seven privately operated prisons; five government operated community custodial facilities

<sup>2</sup> Transport and escort service expenditure for 2004-05 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 7A.6).

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(including two transitional centres) and one privately operated community custodial facility; 11 periodic detention centres; and 15 24-hour court-cell centres (under the responsibility of corrective services in NSW) (table 7A.2).

On average, 24 092 people per day (excluding periodic detainees) were held in Australian prisons during 2004-05 — an increase of 4.7 per cent over the average daily number reported in the previous year (table 7A.1). In addition, on average, 891 people per day were serving periodic detention orders in NSW and the ACT in 2004-05 — a rise of 7.2 per cent from the 2003-04 average.

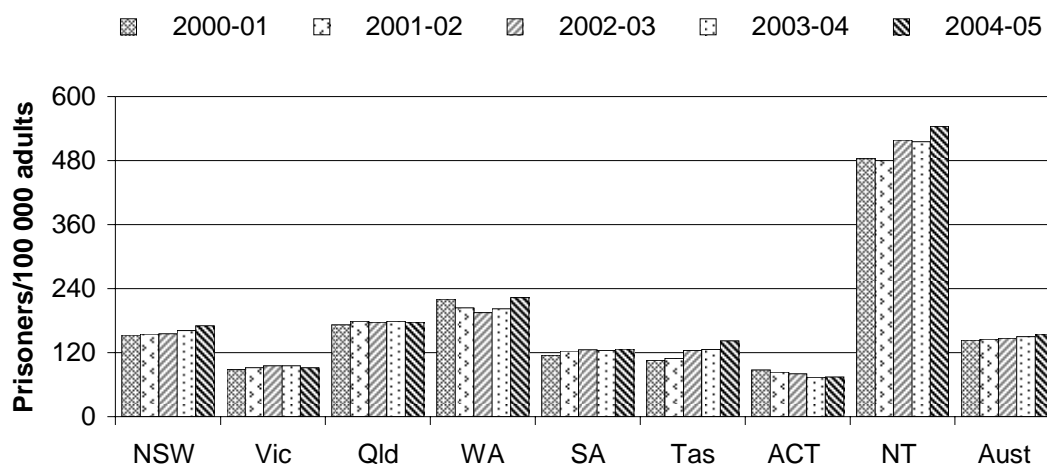
Excluding periodic detainees, 28.4 per cent of prisoners were held in open prisons (facilities for prisoners classified as low security) and 71.6 per cent were held in secure facilities in 2004-05. A daily average of 4303 prisoners (17.9 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 7A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2004-05 comprised 22 430 males and 1662 females — 93.1 per cent and 6.9 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 5474 — 22.7 per cent of prisoners nationally (table 7A.1).

The rate of imprisonment represents the number of prisoners (excluding periodic detainees) per 100 000 people in the corresponding adult population. The adult population includes people at or over the minimum age at which sentencing to adult custody can occur in each jurisdiction (17 years in Victoria and Queensland, and 18 years in all other jurisdictions for the reporting period).

The national rate of imprisonment for all prisoners was 155.0 per 100 000 Australian adults in 2004-05, compared to 150.2 in 2003-04 (figure 7.2). On a gender basis, the national imprisonment rate was 293.2 per 100 000 adult males and 21.1 per 100 000 adult females in 2004-05 (table 7A.4).

Figure 7.2 **Imprisonment rates<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates are based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons as of 2002-03.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2004; table 7A.5.

The national imprisonment rate per 100 000 Indigenous adults in 2004-05 was 1957.1 compared with a rate of 118.0 for non-Indigenous prisoners (figure 7.3).

Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively low Indigenous populations, where small changes in prisoner numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions.

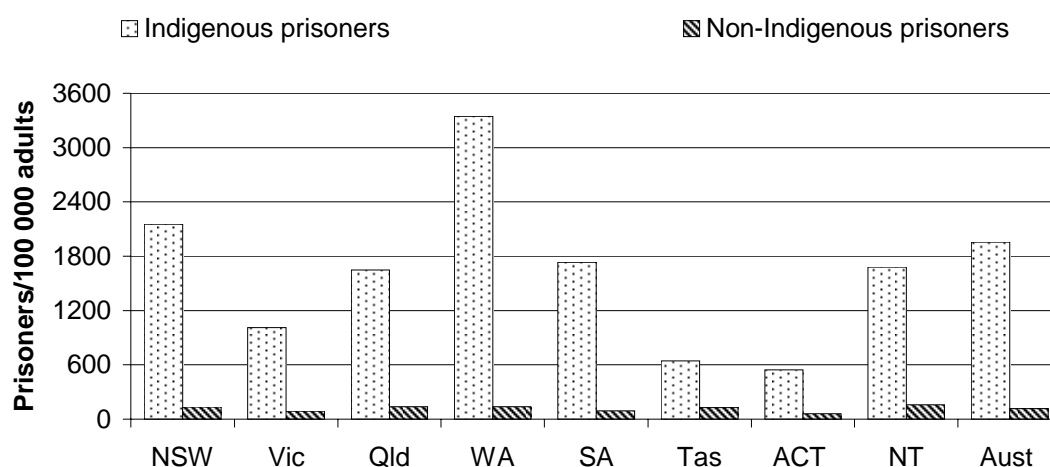
While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 74.7 per cent of all prisoners were non-Indigenous in 2004-05 (table 7A.1).

The imprisonment rates in this Report have not been age standardised, therefore caution should be exercised when making comparisons between the Indigenous and non-Indigenous populations. Using the overall (crude) imprisonment rate to examine differences between the Indigenous and non-Indigenous populations may lead to incorrect conclusions being drawn about variables that are correlated with age, rather than Indigenous status. The Indigenous population has a younger age profile compared to the non-Indigenous population. When the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous

population, the imprisonment rate for the former is likely to be higher because of the larger proportion of young people in the Indigenous population.

Age standardisation is a statistical method that accounts for differences in the age structures of populations, enabling more realistic comparisons to be made between populations. Age standardisation will be considered for future Reports.

**Figure 7.3 Indigenous and non-Indigenous imprisonment rates, 2004-05<sup>a, b, c</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average prisoner population numbers supplied by states and territories, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. <sup>c</sup> Excludes prisoners reported as being of unknown Indigenous status.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2004; ABS 2002 (unpublished) Australian population projections; table 7A.4.

### Community corrections

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in table 7A.23) and deliver post-custodial interventions under which prisoners released into the community continue to be subject to corrective services supervision. These services vary in the extent and nature of supervision, the conditions of the order (such as a community work component or personal development program attendance) and the level of restriction placed on the person's freedom of movement in the community (for example, home detention). No single objective or set of characteristics is common to all community corrections services, other than that they generally provide a non-custodial sentencing alternative or a post-custodial

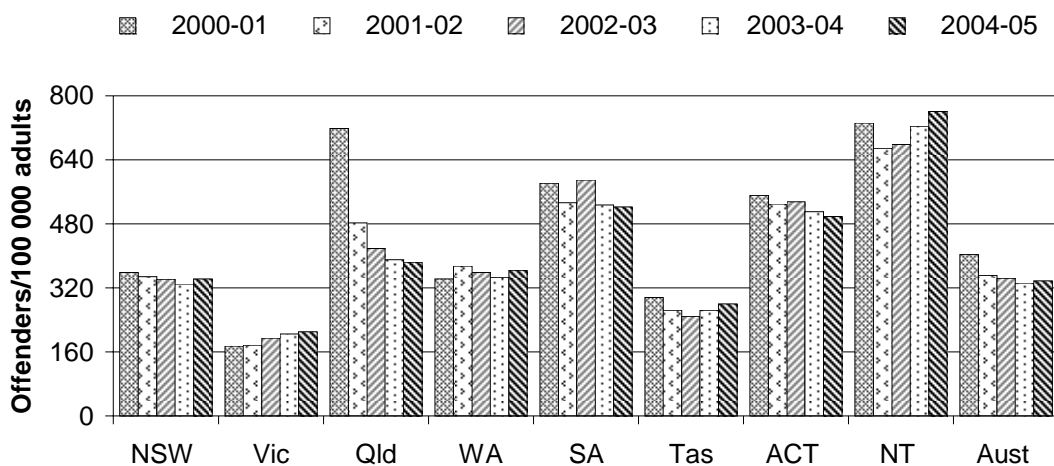
mechanism for reintegrating prisoners into the community under continued supervision.

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Tasmania in 2004-05. In most states and territories, fine default orders are administered by community corrections, as is bail supervision in some jurisdictions.

A daily average of 52 506 offenders were serving community corrections orders across Australia in 2004-05 — an increase of 3.3 per cent from the previous year's average (table 7A.3). This daily average comprised 42 811 males (81.5 per cent), 9386 females (17.9 per cent) and 309 offenders whose gender was not reported. The daily average comprised 8240 Indigenous offenders (15.7 per cent of the total community correction population), 40 145 non-Indigenous offenders (76.5 per cent) and 4121 persons whose Indigenous status was unknown (table 7A.3).

The community corrections rate represents the number of offenders serving community corrections orders per 100 000 people in the corresponding adult population. The adult population includes people at or over the age of entry to the adult correctional system in each jurisdiction (17 years in Victoria and Queensland, and 18 years in all other jurisdictions for the reporting period). The national community corrections rate was 337.9 per 100 000 adults in 2004-05 compared to 331.6 in 2003-04 (figure 7.4).

Figure 7.4 **Community corrections rates<sup>a, b</sup>**



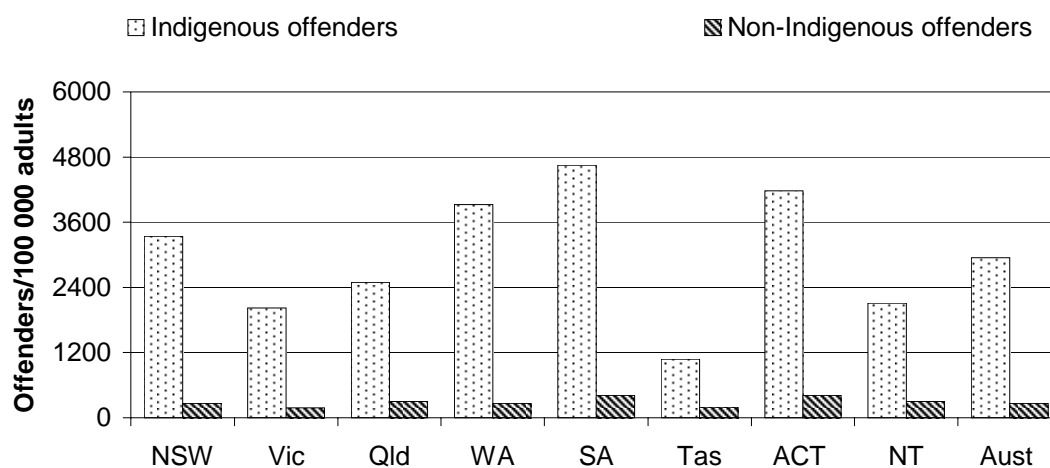
<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> As of 2000-01 rates include persons on inactive orders, though not all persons on inactive orders are included in all jurisdictions (tables 7A.29, 7A.35, 7A.73).

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2004; table 7A.5.

The national rate for female community correction offenders was 119.0 per 100 000 adult females, compared with 559.6 for adult males (table 7A.4). The national rate for Indigenous offenders in 2004-05 was 2946.3 per 100 000 Indigenous adults compared with 263.1 for non-Indigenous offenders (figure 7.5).

As in the case of imprisonment rates, comparisons need to be interpreted with care, especially for those jurisdictions with relatively low Indigenous populations, where small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions.

Figure 7.5 **Indigenous and non-Indigenous community corrections rates, 2004-05<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Excludes offenders whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2004; ABS 2002 (unpublished) Australian population projections; table 7A.4.

## 7.2 Framework of performance indicators

Corrective services performance is reported against common objectives agreed by all jurisdictions, which were revised during 2004-05 (box 7.1). The performance indicator framework shows which data are comparable in the 2006 Report (figure 7.6). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

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**Box 7.1 Objectives for corrective services**

Corrective Services contributes to the whole-of-government priority in all jurisdictions, to create safer communities through the administration of correctional sentences and orders. Correctional services' objectives are to:

**Provide a safe, secure and humane custodial environment**

Corrective services aim to protect the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community.

**Provide effective community corrections environment**

Corrective services aim to protect the community through the effective management of offenders commensurate with their needs and the risks they pose to the community, and to provide advice services to courts and releasing authorities in the determination of orders and directions for offenders.

**Provide program interventions to reduce the risk of re-offending**

Corrective services aim to reduce the risk of re-offending among prisoners and offenders by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community and to encourage offenders to adopt a law abiding way of life.

Jurisdictions continue to investigate comparability issues and work to improve the counting rules for performance indicators. Definitions and counting rules were refined during the year as part of the continuing effort to improve comparability of all indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report presents some historical data that may vary from data published in previous Reports. In other cases, it has not been possible to recalculate historical data. Any conclusions about changes within individual jurisdictions therefore need to be considered in this context.

Figure 7.6 Performance indicators for corrective services

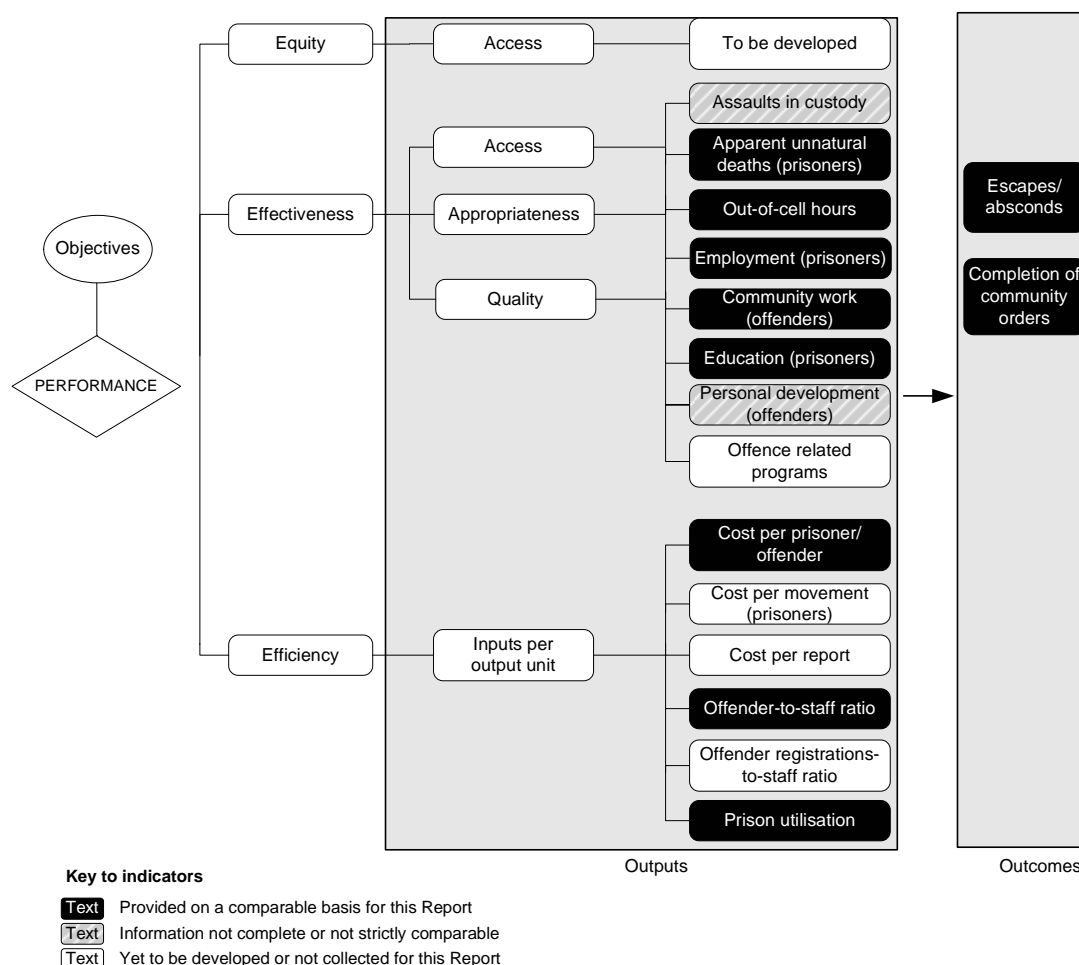


Figure 7.6 specifies the performance indicators associated with the objectives identified in box 7.1. For periodic detainees, relevant effectiveness indicators, such as assault and death rates, are reported separately. For relevant efficiency indicators (such as recurrent cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, the ACT indicators are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for remand prisoners and/or periodic detainees held in ACT centres, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

### 7.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 7.1, using the indicator framework shown in figure 7.6. Jurisdictional

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differences in service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems. Appendix A contains detailed statistics and short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter.

## Outputs

### *Equity*

#### *Equity — access indicator*

The Steering Committee has identified equity — access in corrective services as a key area for further development in future reports (box 7.2).

**Box 7.2 Performance indicator — access**

An output indicator of access to appropriate programs and services for people under the responsibility of corrective services has yet to be developed.

### *Effectiveness*

#### *Assaults in custody*

Assault rates are provided as an output indicator of effectiveness (box 7.3). Small numbers of incidents relative to small prisoner populations affect this indicator, especially the rate of serious assault, and need to be considered when interpreting these results.

Table 7A.13 provides information on the rates of assault and serious assault on prisoners and on staff for 2004-05.

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**Box 7.3 Assaults in custody**

Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment where there is a low level of violence, whether perpetrated by prisoners on other prisoners or on staff. Low 'assaults' rates indicate better performance towards achieving this objective.

The 'assault' rates are defined as the number of victims of violent physical attacks reported over the year, divided by the annual average prisoner population, multiplied by 100. Rates for 'serious assaults' and 'assaults' are reported separately for assaults against another prisoner and assaults against a member of staff. 'Serious assaults' refer to acts of physical violence requiring medical treatment and assessment by a medical officer, resulting in overnight hospitalisation in a medical facility or requiring extended periods of medical treatment, and also include all acts of sexual assault. 'Assaults' refer to acts of physical violence resulting in a physical injury that may or may not require short-term medical intervention but do not involve hospitalisation.

*Apparent unnatural deaths (prisoners)*

The 'apparent unnatural deaths' rate is provided as an output indicator of effectiveness (box 7.4). Small numbers of incidents relative to small prisoner populations affect this indicator, in that a single incident in a smaller jurisdiction can markedly increase the rate, but have little apparent effect in the larger jurisdictions.

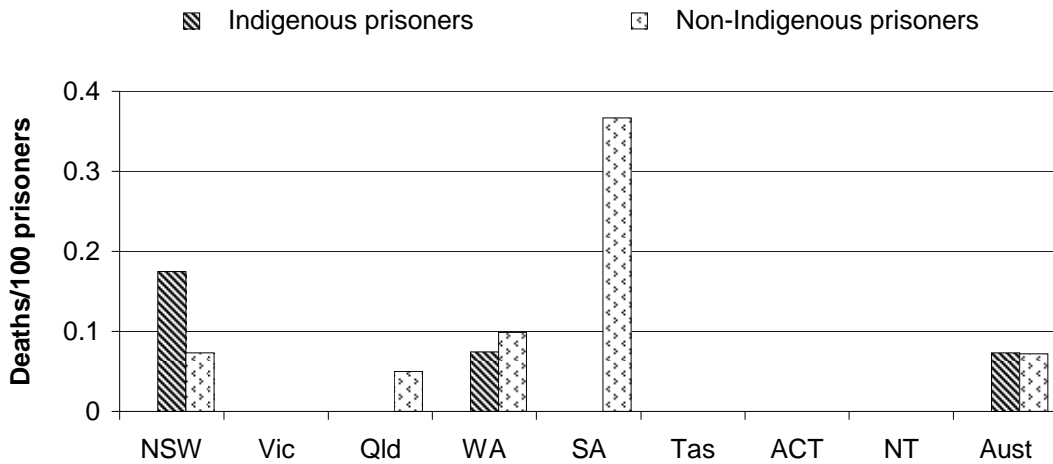
**Box 7.4 Apparent unnatural deaths (prisoners)**

Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment where there is a low risk of death from unnatural causes. A zero or low deaths rate indicates better performance towards achieving this objective.

The 'apparent unnatural deaths' rate is defined as the number of deaths, divided by the annual average prisoner population, multiplied by 100, where the likely cause of death is suicide, drug overdose, accidental injury and homicide, and is reported separately for Indigenous and non-Indigenous prisoners.

Figure 7.7 presents information on prisoner death rates in 2004-05 from apparent unnatural causes, for Indigenous and non-Indigenous prisoners.

**Figure 7.7 Prisoner deaths rates from apparent unnatural causes, 2004-05<sup>a, b</sup>**

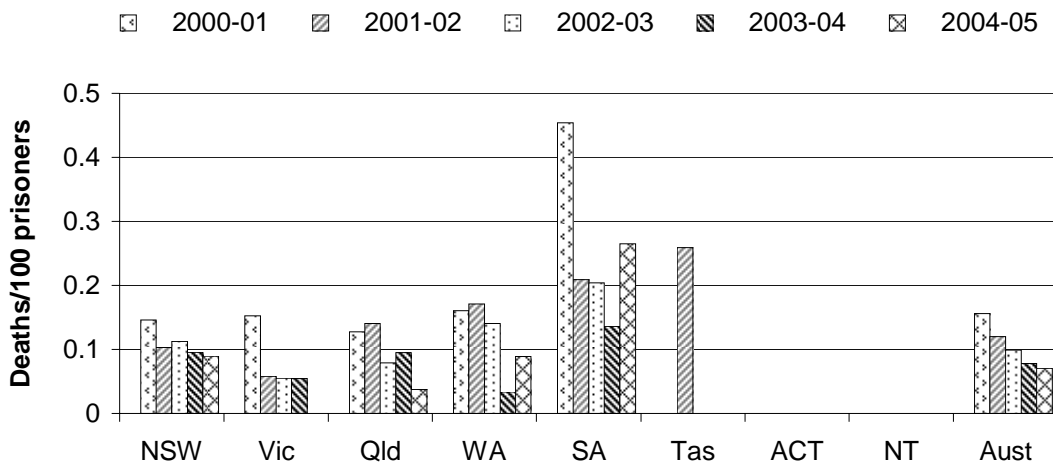


<sup>a</sup> Indigenous deaths rates from apparent unnatural causes represent three deaths in NSW and one death in WA in 2004-05. <sup>b</sup> Victoria, Queensland, SA, Tasmania, the ACT and the NT reported zero deaths from unnatural causes for Indigenous prisoners.

Source: State and Territory governments (unpublished); table 7A.14.

The national rate of deaths from apparent unnatural causes for all prisoners declined from 0.16 in 2000-01 to 0.07 in 2004-05 (figure 7.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 7A.15).

**Figure 7.8 Prisoner deaths rates from apparent unnatural causes, all prisoners, 2000-01 to 2004-05**



Source: State and Territory governments (unpublished); table 7A.15.

## Out-of-cell hours

'Out-of-cell hours' per day is provided as an output indicator of effectiveness (box 7.5). Jurisdictions with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community, are likely to report relatively lower total out-of-cell hours.

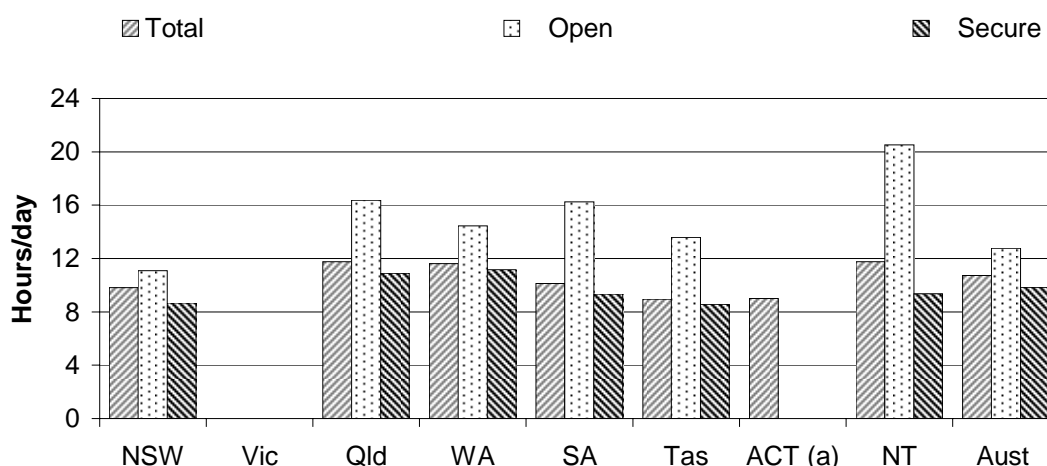
### Box 7.5 Out-of-cell hours

Meeting the objective of providing a safe, secure and humane custodial environment includes managing prisoners in a manner that minimises the risks they pose to the community while enabling them to achieve an acceptable quality of life. Time spent out of cells provides a greater opportunity for prisoners to participate in activities such as work, education, well being, recreation and treatment programs, visits, and interacting with other prisoners and staff. A relatively high average 'out-of-cell hours' per day indicates better performance towards achieving this objective.

'Out-of-cell hours' is defined as the average number of hours prisoners spend outside their cells during the day.

Nationally in 2004-05, the average number of out-of-cell hours per prisoner was 10.7 (figure 7.9). This figure excludes Victoria, as this jurisdiction was unable to provide data for 2004-05.

Figure 7.9 Average out-of-cell hours, by prisoner security level, 2004-05<sup>a, b</sup>



<sup>a</sup> The ACT data are based on prisoners held in ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2004-05.

Source: State and Territory governments (unpublished); table 7A.17.

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### Employment (prisoners)

The 'prisoner employment' rate is provided as an output indicator of effectiveness (box 7.6). Jurisdictional comparisons should be interpreted with care because factors outside the control of corrective services (such as local economic conditions) affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

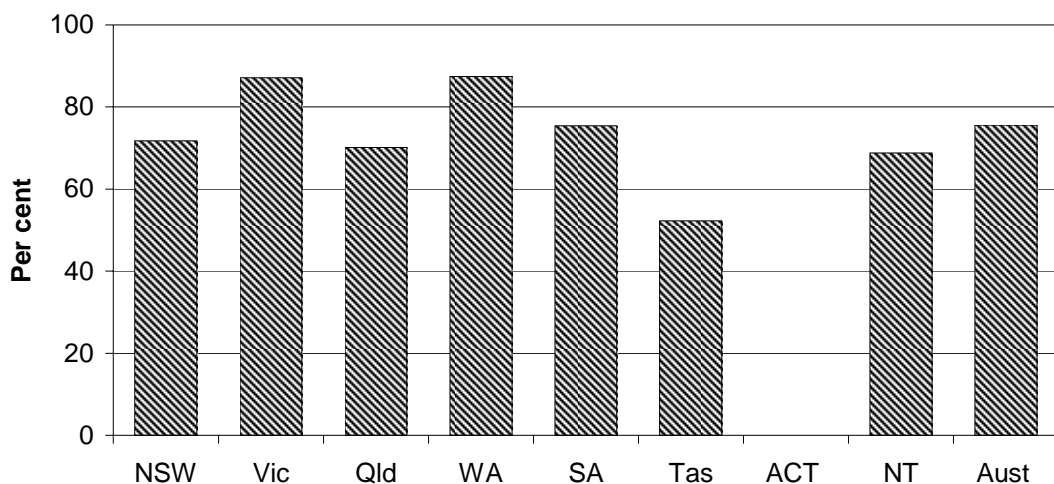
#### Box 7.6 Employment (prisoners)

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. Limited vocational skills and poor employment history have been identified as contributors to re-offending. A high 'prisoner employment' rate indicates better performance towards achieving this objective.

The 'prisoner employment' rate is defined as the number of prisoners employed as a percentage of those eligible to work (that is, excluding those unable to participate in work programs because of full-time education, ill health, age, being imprisoned for only a short period of time, or other reason).

In 2004-05, 75.6 per cent of the eligible prisoners were employed (43.4 per cent in service industries, 30.9 per cent in commercial industries and 1.3 per cent on work release) (figure 7.10).

Figure 7.10 Proportion of eligible prisoners employed, 2004-05<sup>a</sup>



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners, who are not required to work.

Source: State and Territory governments (unpublished); table 7A.19.

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### *Community work (offenders)*

Offender community work is provided as an output indicator of effectiveness (box 7.7). Data are provided in table 7A.19.

#### **Box 7.7 Community work (offenders)**

Meeting the objective of providing an effective community corrections environment includes providing opportunities for offenders to make restitution to the community through the performance of unpaid community work where imposed as a requirement of community correctional orders. The ratio 'offender community work' indicates the extent to which corrective services were able to administer the community work components of the orders registered.

'Offender community work' is defined as the ratio of hours of community work expected to be worked to the number of hours actually worked. This indicator does not measure the extent to which individual offenders complied with the community work requirements of their orders or provide information on the degree to which the work undertaken benefits the community. It is based on the number of community work hours to be served on all orders registered during the year, divided by the number of hours actually worked by all offenders during the same period regardless of whether the current order was made in that year or relates to hours remaining to be served for an order made during a previous year.

### *Education (prisoners)*

'Prisoner education' is provided as an output indicator of effectiveness (box 7.8). Comparisons between jurisdictions should be made with care, as this indicator measures only participation in accredited education programs, and does not assess participation relative to individual prisoner needs, or measure successful completion of educational programs. Neither does it include a range of offence related programs that are also provided in prisons, such as drug and alcohol, psychological and personal development courses.

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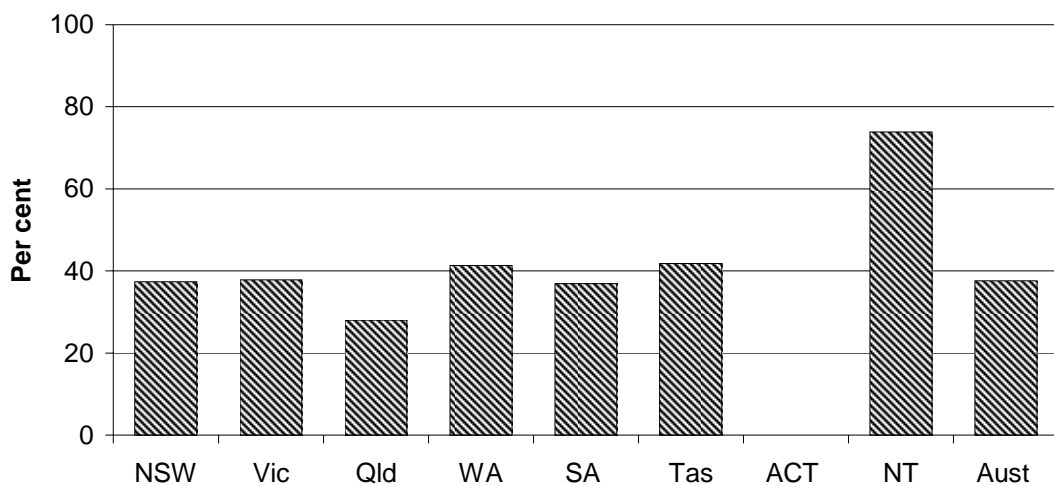
### Box 7.8 Education (prisoners)

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. A high 'education' participation rate indicates better performance towards achieving this objective.

The 'education' rate is defined as the number of prisoners participating in accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, being imprisoned for only a short period of time, or other reason).

Nationally, 37.6 per cent of eligible prisoners participated in accredited education and training courses in 2004-05 (figure 7.11).

Figure 7.11 Proportion of prisoners enrolled in education and training, 2004-05<sup>a</sup>



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

Source: State and Territory governments (unpublished); table 7A.20.

### *Personal development (offenders)*

'Personal development' is provided as an output indicator of effectiveness (box 7.9). Data are provided in table 7A.20. As with prisoner education, interpretations of jurisdictional comparisons need to take into account that this indicator measures only enrolments in personal development programs, and does

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not assess participation relative to individual offender needs, or measure successful completion of a program.

**Box 7.9 Personal development (offenders)**

Meeting the objective of providing program interventions to reduce the risk of re-offending includes access to personal development programs. A high 'personal development' participation rate indicates better performance towards achieving this objective.

'Personal development' participation is defined as the number of offenders participating in personal development programs provided by or on referral from corrective services as a percentage of total offenders.

*Offence related programs*

The Steering Committee has identified 'offence related programs' as an output indicator of the effectiveness of corrective services (box 7.10). No data were available for the 2006 Report.

**Box 7.10 Offence related programs**

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing offence related programs that address criminogenic behaviour and, for prisoners released from custody, maximise the chances of successful reintegration into the community.

An 'offence related programs' indicator is being developed (see section 7.4 for details). This measure will replace the 'personal development' indicator when finalised.

*Efficiency*

The data presented for these efficiency indicators are affected by factors other than differences in efficiency, including:

- the composition of the prisoner population (such as security classification and the number of female or special needs prisoners)
- the size and dispersion of the area serviced
- the scale of operations.

For community corrections, efficiency indicators are also affected by size and dispersion factors, particularly in jurisdictions where offenders reside in remote

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communities. These indicators can also be affected by differences in criminal justice system policies and practices — for example, the availability and use of sentencing options that impose particular program or supervision requirements.

*Inputs per output unit — cost per prisoner/offender*

‘Cost per prisoner/offender’ is provided as an output indicator of efficiency (box 7.11). Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner may reflect lesser emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences in the composition of the prisoner and offender populations, geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

**Box 7.11 Inputs per output unit — cost per prisoner/offender**

The unit cost per prisoner and offender provides a measure of efficient resource management by corrective services. A low unit cost suggests better performance towards achieving efficient resource management.

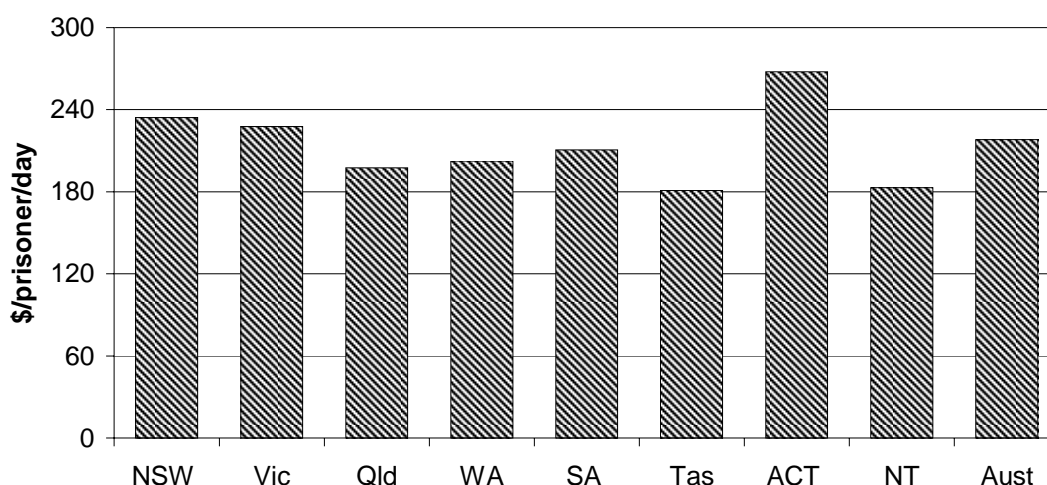
‘Cost per prisoner/offender’ is defined as the average daily cost of providing corrective services per prisoner and per offender, reported separately for recurrent cost and capital cost, and for secure and open custody prisoners.

The capital costs included in this section are the user cost of capital and depreciation for government owned prisons, and debt servicing fees for privately owned facilities. The user cost of capital is the cost of the funds tied up in government capital used to deliver services (for example, the land and buildings used to house prisoners). The user cost of capital makes explicit the opportunity cost of this capital (the return forgone by using the funds to deliver services rather than investing them elsewhere or using them to retire debt). The equivalent capital costs for privately owned prisons are debt servicing fees. These fees are paid to private owners in addition to payments relating to prison operations.

The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately in table 7A.6, to allow users to consider any differences in land values across jurisdictions when comparing the data.

In 2004-05, the total cost per prisoner per day, comprising recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was \$218 (figure 7.12).

Figure 7.12 Total cost per prisoner per day, 2004-05<sup>a</sup>

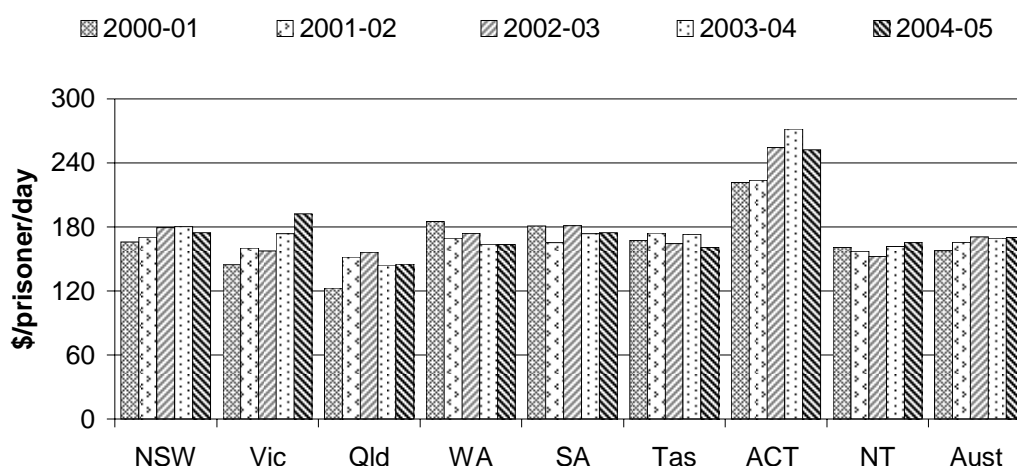


<sup>a</sup> Total cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), depreciation and debt service fees where applicable. Total cost excludes the cost of transport and escort services where these are reported separately by jurisdictions.

Source: State and Territory governments (unpublished); table 7A.6.

Nationally, the real recurrent cost per prisoner per day rose from \$158 in 2000-01 to \$170 in 2004-05 – an increase of 7.6 per cent. (figure 7.13). These costs represent recurrent expenditure only, and exclude capital costs.

Figure 7.13 Real recurrent cost per prisoner per day (2004-05 dollars)<sup>a, b</sup>

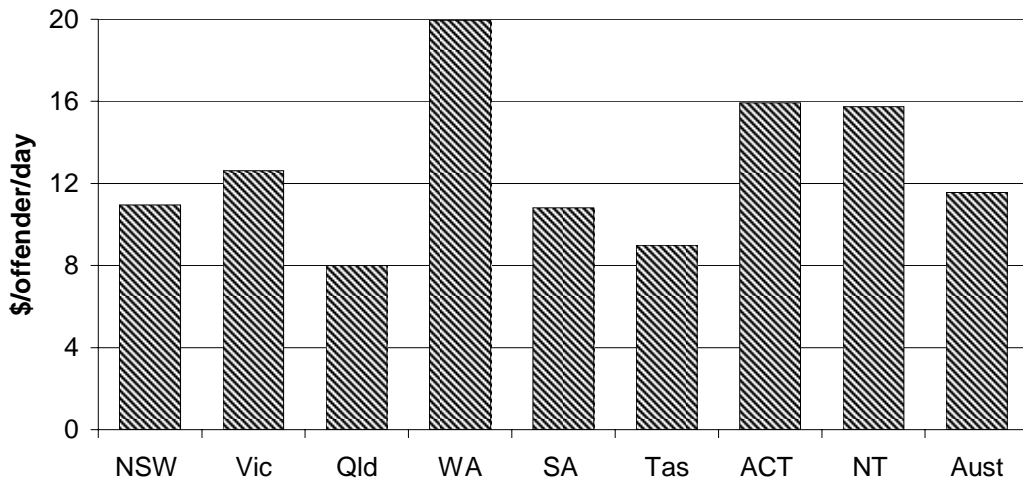


<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax. <sup>b</sup> Data for previous years were adjusted to 2004-05 dollars using the gross domestic product price deflator (table A.26).

Source: State and Territory governments (unpublished); table 7A.8.

Nationally, the real recurrent cost per offender per day was approximately \$12 in 2004-05 (figure 7.14).

Figure 7.14 Total cost per offender per day, 2004-05<sup>a</sup>



<sup>a</sup> Total cost per offender per day is the combined recurrent and capital cost per offender per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital and depreciation.

Source: State and Territory governments (unpublished); table 7A.9.

#### *Inputs per output unit — cost per movement (prisoners)*

The Steering Committee has identified ‘cost per movement’ as an output indicator of the efficiency of corrective services (box 7.12). No data were available for the 2006 Report.

#### **Box 7.12 Inputs per output unit — cost per movement (prisoners)**

‘Cost per movement’ of prisoners could potentially provide a measure of efficient resource management by corrective services, since the transport of prisoners can represent a significant resource expenditure for prison services that is not necessarily reflected in the cost per prisoner indicator.

A ‘cost per movement’ indicator is being developed (see section 7.4 for details).

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*Inputs per output unit — cost per report*

The Steering Committee has identified ‘cost per report’ as an output indicator of the efficiency of corrective services (box 7.13). No data were available for the 2006 Report.

**Box 7.13 Inputs per output unit — cost per report**

The ‘cost per report’ is the average cost per report prepared by corrective services providing advice to sentencing and releasing authorities.

The ‘cost per report’ provides a measure of efficient resource management by corrective services, since the provision of advice to sentencing and releasing authorities can represent a significant resource expenditure for community corrections that is not necessarily reflected in the cost per offender indicator.

A ‘cost per report’ indicator is being developed (see section 7.4 for details).

*Inputs per output unit — offender-to-staff ratio*

‘Offender-to-staff ratio’ is provided as an output indicator of efficiency (box 7.14). As with other efficiency indicators, it is difficult to interpret the offender-to-staff ratio in isolation, as it needs to be considered in conjunction with effectiveness indicators. A low ratio may, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs of the particular offender population aimed at producing greater efficiencies in the longer-term. Offender-to-staff ratios are also affected by differences in geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

**Box 7.14 Inputs per output unit — offender-to-staff ratio**

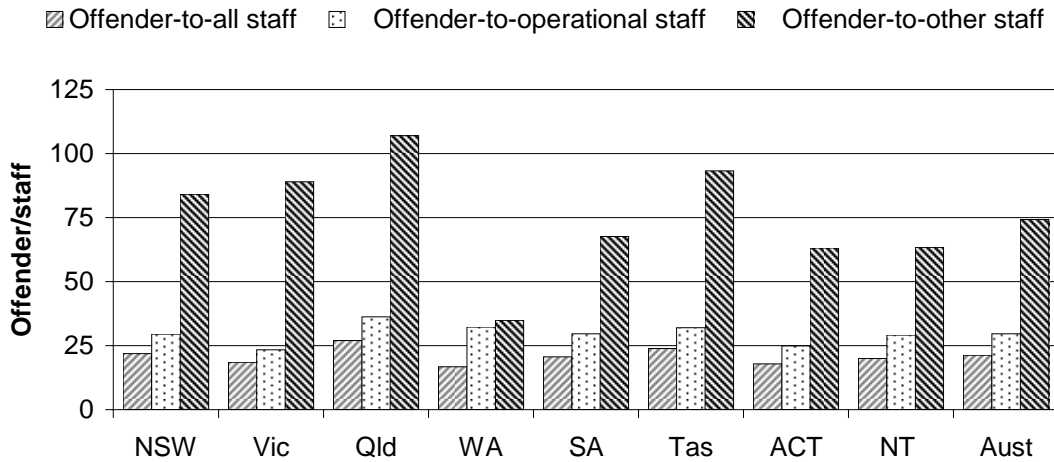
The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high ratio suggests better performance towards achieving efficient resource management.

The ‘offender-to-staff ratio’ is defined as the number of offenders per full-time community corrections staff employed, and reported separately for operational staff (who are involved in the direct supervision of offenders) and other staff.

This indicator assesses the number of staff relative to the daily average number of offenders to provide a ‘snapshot’ measure (a count of individuals at a specific point in time), rather than ‘flow’ measure (a count of individuals across a period of time). Flow measures would be addressed by the offender registration-to-staff indicator (box 7.15).

Nationally, on a daily average there were approximately 21 offenders for every one full-time community corrections staff member in 2004-05 (figure 7.15).

Figure 7.15 **Community corrections offender-to-staff ratios, 2004-05**



Source: State and Territory governments (unpublished); table 7A.21.

*Inputs per output unit — offender registrations-to-staff ratio*

The Steering Committee has identified ‘offender registrations-to-staff ratio’ as an output indicator of the efficiency of corrective services (box 7.15). No data were available for the 2006 Report.

**Box 7.15 Inputs per output unit — offender registrations-to-staff ratio**

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. This indicator assesses the number of staff relative to the number of new offenders registered during the year to provide a measure of ‘flow’ (a count of individuals across a period of time), rather than a ‘snapshot’ (a count of individuals at a specific point in time), which is addressed by the offender-to-staff indicator.

An ‘offender registrations-to-staff ratio’ indicator is being developed (see section 7.4 for details).

*Inputs per output unit — prison utilisation*

‘Prison utilisation’ is provided as an output indicator of efficiency (box 7.16). Efficiency indicators are difficult to interpret in isolation and need to be considered

in conjunction with effectiveness indicators. A high utilisation rate, for example, may adversely impact on effectiveness indicators such as ‘assaults’.

**Box 7.16 Inputs per output unit — prison utilisation**

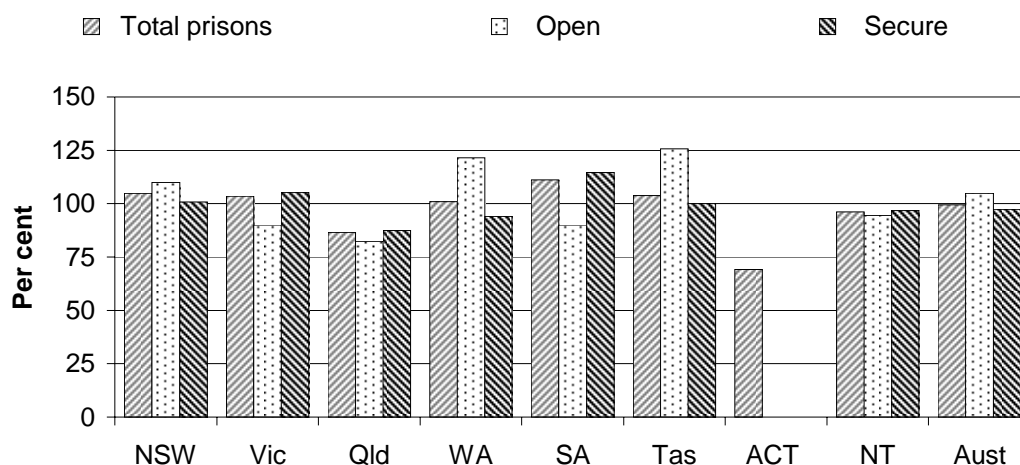
The extent to which prison design capacity is meeting the demand for prison accommodation provides a measure of efficient resource management by corrective services.

‘Prison utilisation’ is defined as the average daily prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, and is reported separately for open and secure custody.

It is generally accepted that the desirable rate of ‘prison utilisation’ falls between 85 and 95 per cent because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security levels, and to manage short-term fluctuations in prisoner numbers. ‘Prison utilisation’ rates at the upper end of this range indicate better performance towards achieving efficient resource management.

Nationally, the prison utilisation rate was 99 per cent in 2004-05. The rate for open prisons was 105 per cent whilst the rate for secure facilities was 97 per cent (figure 7.16).

**Figure 7.16 Prison design capacity utilisation rates, 2004-05<sup>a</sup>**



<sup>a</sup> ACT data are based on prisoners held in ACT remand facilities.

Source: State and Territory governments (unpublished); table 7A.22.

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## Outcomes

### *Escapes/absconds*

The 'escapes/absconds' rate is provided as an outcome indicator of corrective services contributions to Governments' priority of creating safer communities, by providing a safe, secure and humane custodial environment that protects the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community (box 7.17).

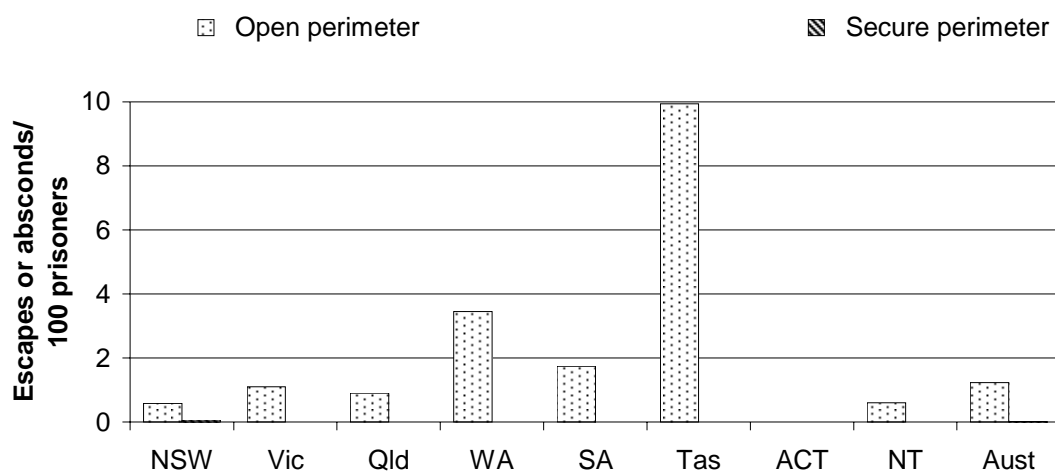
#### **Box 7.17 Escapes/absconds**

Meeting the objective of providing a safe, secure and humane custodial environment includes ensuring that all prisoners comply at all times with the requirements of the court order that has placed constraints on their liberty, particularly if their being supervised in the community poses a risk to the safety of any person. A zero or low 'escapes/absconds' rate indicates better performance towards achieving this objective.

The 'escapes/absconds' rate is defined as the number of escapes or absconds divided by the annual average prisoner population, multiplied by 100, and is reported separately for prisoners escaping from secure custody and from open custody.

Figure 7.17 presents the rates for prisoner escapes/absconds in 2004-05. Small numbers of incidents relative to small prisoner populations affect this indicator, in that a single incident in a smaller jurisdiction can markedly increase the rate, but have little apparent effect in the larger jurisdictions.

Figure 7.17 Prisoner escapes/absconds rate, 2004-05<sup>a</sup>



<sup>a</sup> Secure perimeter escapes rates represent three incidents in NSW in 2004-05 and zero incidents reported for all other jurisdictions.

Source: State and Territory governments (unpublished); table 7A.16.

### *Community corrections — completion of community orders*

The percentage of community orders completed is provided as an outcome indicator of corrective services contributions to Governments' priority of creating safer communities, by providing an effective community corrections environment that protects the community through the effective management of offenders commensurate with their needs and the risks they pose to the community (box 7.18).

Comparisons of completion rates should be made with care. The indicator is affected by differences in the risk levels of offender populations and risk assessment and breach procedure policies. High-risk offenders subject to higher levels of supervision have a greater likelihood of being detected when conditions of orders are breached. High breach rates could therefore be interpreted as a positive outcome reflecting more intensive management of offenders. A high completion rate may therefore mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

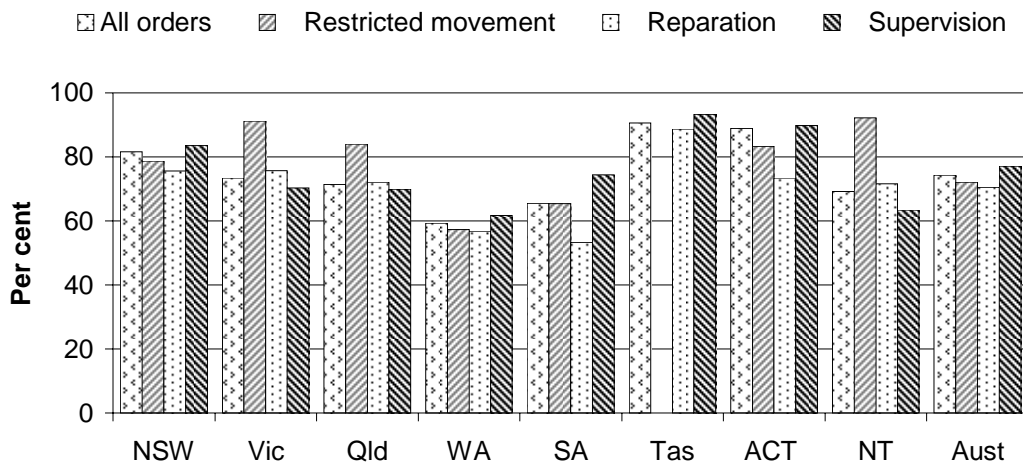
### Box 7.18 Community corrections — completion of community orders

Meeting the objective of providing an effective community corrections environment includes ensuring offenders comply at all times with the requirements of the court order that has imposed certain conditions on their activities or behaviour. This may include restrictions on the offender's liberty (as with home detention), a requirement to undertake community work or other specified activity (such as a drug or alcohol program), regularly attending a community corrections centre as part of supervision requirements, or other conditions. A high percentage of order completions indicates better performance towards achieving the outcome of providing an effective community corrections environment.

'Completion of community orders' is defined as the percentage of orders completed during the year that were not breached for failure to meet the order requirements or because further offences were committed.

In 2004-05, 74 per cent of community corrections orders were completed (figure 7.18).

Figure 7.18 Completion of community corrections orders, by type of order, 2004-05<sup>a, b</sup>



<sup>a</sup> Tasmania did not have restricted movement orders in 2004-05. <sup>b</sup> The ACT rates are based on only a small number of restricted movement orders per year. Therefore, they are not indicative of long-term trends and may fluctuate from year to year.

Source: State and Territory governments (unpublished); table 7A.18.

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## 7.4 Future directions in performance reporting

The Steering Committee is committed to the continual improvement of reporting on corrective services. It works closely with the jurisdictions to develop new indicators and improve reporting on existing indicators by refining data definitions and counting rules on an ongoing and incremental basis.

A number of indicators are being investigated including:

- ‘cost per movement’ — the cost of transporting and escorting prisoners under the supervision of corrective services
- ‘cost per report’ — the cost of preparing reports for sentencing and releasing authorities
- the ‘offender registrations-to-staff ratio’ — new offenders registered with community corrections during the counting period who do not have a current order as a ratio of community corrections staff.

Other indicators are being developed to report on issues of policy relevance to corrective services, such as indicators to assess illicit substance abuse by prisoners, and offence related programs.

In 2004-05, continuing priority was given to identifying and resolving any outstanding comparability issues for assault, order completion, offender-to-staff ratio, and cost indicators.

## 7.5 Jurisdictions’ comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

“ NSW is responsible for managing the largest correctional system in Australia. Since 1998, NSW has experienced a significant increase in its prison population, rising from 6300 in 1998 to over 9100, at its highest point in May 2005, an overall rise of over 40 per cent, or an average of 400 extra prisoners per year. In 2004-05 the daily average prisoner population was 8926 and the daily average periodic detention population was 791.

The demand for community-based services remained high both in terms of increased demand for court advice and the subsequent flow of offenders registering with community-based orders. In 2004-05 the average number of people serving community based orders was 17 676, an increase of 5 per cent from last year.

In 2004-05, NSW maintained a strong management performance; notably, a persistent downward trend in prisoner assault rates and the lowest escape rates from open custody and periodic detention in Australia. Community Offender Services (COS) has increased the successful completions of community based orders from 80.6 per cent in 2003-04 to 81.6 per cent in 2004-05.

To meet the increasing demand for custodial and community based services, the NSW Government opened a number of new and/or expanded correctional facilities: Mid-North Coast Correctional Centre and Dillwynia Correctional Centre for women, and the expansion of Parklea Correctional Centre. To supplement existing bed-space, NSW has commenced construction of a correctional centre in Central West region of NSW located at Wellington. Planning is currently underway to manage the anticipated increase in offender population over the coming years.

NSW has fully implemented the standardised assessment of risk of re-offending with community based offenders. During 2004-05, NSW made a significant advancement in the implementation of the 'Throughcare model' incorporating whole of sentence planning, integrated case management and assessment of risk of re-offending. NSW has also established E Case Management based on the standardised risk needs assessment within COS and extended into correctional centres. A new Mental Health Screening Unit has been established within the Metropolitan Remand and Reception Centre at the Silverwater Correctional Complex. This unit assesses and manages inmates with mental illness. NSW is also establishing a Compulsory Drug Treatment Correctional Centre which will target drug affected offenders for participation in a custodial diversion program through the use of multi-staged intensive intervention regimes.

Accredited offender-based programs such as 'ThinkFirst' and 'Sober Drivers' have been implemented throughout the State. Other programs such as the Drug and Alcohol Program and Relapse Prevention Program also form part of a larger strategy which is currently being rolled out for offenders serving a community based sentence in NSW.

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## Victorian Government comments

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2004-05 was the fourth year of implementation of the Victorian Government's Corrections Long Term Management Strategy (CLTMS). This Strategy aims to enhance community safety, and comprises an extensive infrastructure program to ensure an adequate, modern and secure prison system, the diversion of low level offenders from imprisonment, and rehabilitative and re-integration programs to reduce re-offending by offenders and prisoners.

Performance highlights in 2004-05 were:

- continued strong performance by Community Correctional Services, measured both by orders made by the courts and in successful completion of orders
- a decline in Victoria's daily average prisoner population of 2 per cent in 2004-05 compared to 2003-04, the first significant decline in twelve years. At the same time, the daily average number of community corrections offenders was 4 per cent higher when compared to the previous year
- continuing improvement in prisoner recidivism rates, reversing a previous pattern of increasing recidivism.

Key initiatives during the year included:

- opening of the new Beechworth Correctional Centre, a 120 bed minimum security prison which focuses on prisoner rehabilitation
- continued construction of a 600-bed Metropolitan Remand Centre and the 300-bed Marngoneet Correctional Centre, both scheduled for completion in 2005-06
- funding of \$25.5 million over four years to support the Better Pathways: An Integrated Response to Women's Offending and Re-offending Strategy
- development of the Judy Lazarus Transition Centre, a 20 bed community transition unit which will provide a supervised pathway back into the community for selected prisoners nearing the end of their sentence
- launch of a Victims Register to improve the provision of information to victims of crime
- continued the roll-out of the Corrections Rehabilitation Framework including a new actuarial risk/need assessment tool (Victorian Intervention Screening Assessment Tool) and intensive Violent Offender programs.

In 2004-05, average prisoner costs increased significantly as a result of recurrent costs related to the major prison construction program, together with a decline in the daily average prisoner population and ongoing expenditure on programs under the Corrections Long Term Management Strategy. Nevertheless, Victoria's expenditure on corrective services per head of total population remained the lowest of all jurisdictions and well below the national average.

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## Queensland Government comments

“ Queensland’s Department of Corrective Services managed a daily average prison population of 5329 during 2004-05 compared to 5264 in the prior reporting period, reflecting continued growth in the prisoner population in Queensland. Indigenous peoples were reported as representing 24.1 per cent of the prisoner population.

The Government continued to maintain a safe, secure and humane correctional system. Points of particular note include no escapes from a secure custody prison, no unnatural deaths of Indigenous people in custody, effective infrastructure planning as reflected by prison capacity utilisation rates and continued cost efficiency.

The daily average number of persons on community correction orders in Queensland was 11 550 — a similar number to that reported last year. As with the prisoner population, the number of persons on community corrections orders was the second highest of all jurisdictions.

Significant progress was made during the year on the *Managing Growth in Prisoner Numbers Project*. Over the next 10 years, the number of low-risk, short-term prisoners is expected to rise significantly, placing pressure on prison infrastructure and resources. Through this project, the Government is exploring ways of diverting such offenders from custodial to community-based supervision while keeping recidivism rates low and minimising costs to the community.

In July 2004, the Minister for Police and Corrective Services announced the review of the *Corrective Services Act 2000*. A major part of the review has been public consultation. A series of consultation papers was released publicly and distributed to key stakeholders between October 2004 and January 2005. The Department received submissions from 127 community groups and individuals, including prisoners. The new corrective services legislation is expected to commence in late 2006.

Other developments in Queensland Corrective Services during 2004-05 included:

- the implementation of a new organisational structure and governance committees
  - reconfiguration of the WORC program to improve prisoner progression through the correctional system
  - deployment of new perimeter patrol vehicles
  - the completion of the Department’s information system supporting the Integrated Offender Management Strategy.
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## Western Australian Government comments

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Western Australia experienced rises in prisoner numbers during 2004-05, especially aboriginal prisoners, which caused significant pressure in the regions and in the area of women's imprisonment. Short term capital works and a suite of fine default reforms aim to reduce the pressure on the prison system in the near future. A recruitment drive for prison officers between October 2004 and June 2005 resulted in the successful appointment of 200 new officers and the commencement of operational training. The drive aimed to fill a shortfall of officers due to the rising prison numbers and relieve officers undertaking overtime. Boronia Pre Release Centre for Women had its first full year of operation and early indications are that recidivism for women prisoners undertaking the new regime will be below the national rate of 45 per cent.

On 5 April 2005 an independent inquiry into 'the management of offenders in custody and in the community' was announced in response to a number of incidents. The inquiry reports in November 2005. At the same time, the Inspector of Custodial Services began a parallel inquiry under section 17 of the *Inspector of Custodial Services Act 2003* into the policies and practices of prisons.

Adult Community Corrections experienced an overall increase in numbers. A new Adult Case Assessment and Management Model was implemented and is undergoing review, operations at a new Centralised Breach Unit commenced and the Community Justice Services Training Unit programme was expanded during 2004-05. The Professional Practice Standards Unit was also established and completed an extensive programme of Community Justice Services office audits and thematic reviews. The extension of the Repay WA initiative provided many offenders with increased opportunities for providing reparation to the community through community work projects state-wide. The continued roll-out and evaluation of the Community Re-Entry initiatives, which aim to assist prisoners re-entering the community, and the evaluation of the Justice Mediation services highlighted positive achievements.

The Department of Justice continued to provide support to the Cross Border Justice Project and a number of initiatives were introduced to increase access to Victim Support and Child Witness services in Indigenous communities. The Magistrates Courts Reform Package, Fines Reform and the roll-out of the Aboriginal Justice Plan for Community and Juvenile Justice were additional achievements during 2004-05 for Western Australia.

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## South Australian Government comments

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The average South Australian inmate population has continued to steadily increase at a rate of approximately 2 per cent (compounded) per year since 1999-2000. In 2004-05 the daily average prisoner population was 1510. Intakes into custody during 2004-05 totalled 3234 persons. The majority of these entrants (2813) were unsentenced.

The demand for community-based services during 2004-05 remained relatively consistent, both in terms of demand for court advice and the subsequent flow of offenders registering with community-based orders. In 2004-05 some 5478 individuals were sentenced to a community based sanction. The Department completed 4444 reports for Courts over the same period.

The South Australian secure imprisonment rate has consistently been in excess of prison design capacity for a number of years. In response, the Department commissioned a purpose built fifty-bed medium security extension of its Mobilong facilities and is currently progressing a business case for the State's future infrastructure requirements.

Unnatural deaths in custody increased this year, highlighting the rise of persons in custody with increasing levels of risk and needs. Assessment improvements, along with an increased custodial capacity, are expected to produce improved outcomes for all prison detainees.

The Department continues in its commitment to the Aboriginal Reconciliation Framework through its involvement in the Aboriginal Lands Task Force and through its continued efforts to improve correctional services and programs in the Anangu-Pitjantjatjara (APY) lands. Under investigation is the establishment of a correctional facility on or near the APY lands and the Department continues to evaluate mechanisms to improve the reintegration of Aboriginal offenders to their communities.

Finally, in relation to the interpretation of South Australia data presented in the Corrective Services chapter of this Report, a reminder that it is important to take care when comparing indicators across jurisdictions. As stated at several points in this Report, very small changes in absolute numbers can result in significant changes in rates or percentages of the data of smaller jurisdictions. Such interpretive skewing can be misleading when making broader comparisons with the larger jurisdictions.

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## Tasmanian Government comments

“ Tasmania experienced continued growth in its prisoner and offender populations during 2004-05. Community Corrections experienced a continued increase in demand across reparation and supervision orders, and reports for the courts and Parole Board. The prison population remained consistently above its design capacity throughout the year, which affected conditions for prison staff and prisoners. The construction of new facilities to provide for the increase in prison populations has continued on schedule. The first stage of the new women's prison will be commissioned in March 2006 and the new men's maximum/medium prison will undergo a staged commissioning process between September and December 2006.

Progress continued with the development of a new Tasmania Prison Service operating model that will be introduced in 2006. The model will incorporate contemporary best practice developments in assessment, sentence planning, case-management and reintegration. Negotiations towards a new correctional officers agreement commenced in 2004-05. The agreement includes a new rank structure, industry qualifications and revised duty statements that will support the new operating model.

Key initiatives undertaken in Community Corrections targeted toward improving service delivery include: a successful business case for additional officers based on an increase in demand for service; the review and development of work practice policy and procedure manuals; commencement of a professional supervision trial for Probation Officers; development of memoranda of understanding and active engagement with stakeholders; the employment of a Project Officer to maximise the utilisation of the offender information system; and psychological profiling of applicants for Probation Officer positions.

Work continued toward the development of a corrections throughcare system and greater coordination between the Tasmania Prison Service and Community Corrections. Progress included: improved communication between the two divisions; shared training in a cognitive skills program, which will be delivered to prisoners and offenders; development of consistent case management of offenders who have completed the prison-based sex offender treatment program; and development of an information sharing policy.

The Prisoner Escapes/Absconds rate (figure 7.17) appears to show a high escape rate compared with other jurisdictions. This figure represents nine escapes, in four incidents, from the minimum-security prison farm. The escapes occurred during a brief period when revised classification procedures were being trialled. Procedures were revised and there have been no escapes since.

In relation to the interpretation of Tasmanian data presented in the corrective services chapter, care must be taken when comparing indicators across jurisdictions, given Tasmania's small size and prisoner/offender populations. Very small changes in absolute numbers, such as the escape rate discussed above, can result in significant changes in rates or percentages, and it can be misleading to make broad comparisons with other jurisdictions.”

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## Australian Capital Territory Government comments

“ In 2004-05, increases in ACT prisoner and detainee numbers resulted in an overall decrease in the recurrent cost per prisoner day compared to the previous year. The ACT imprisonment rate of 74.4 per 100 000 of adult population is the lowest of all jurisdictions. The Indigenous imprisonment rate in 2004-05 has decreased significantly from 2003-04, and is also the lowest rate of any jurisdiction. The ACT has no control over per day costs of prisoners accommodated in NSW correctional facilities, as the cost of this arrangement is part of a contractual agreement with NSW.

The design stage for the construction of the new ACT prison, the Alexander Maconochie Centre (AMC), commenced in 2004-05 and will be completed in October 2005. The AMC will be a model of sustainable design, and its operations will promote a safe, healthy environment for prisoners, staff, visitors and the ACT community. The Operating Philosophy of the AMC will be consistent with the ACT *Human Rights Act 2004* and will sit within the social, spatial and economic framework of the Canberra Plan. The completion of the AMC in 2007 will lead to the repatriation of ACT prisoners from NSW.

In 2004-05, there was a significant increase in the home detention (HD) figures from the previous year as it became available as an option for persons on remand. However, the lower numbers of persons on HD compared to other jurisdictions still resulted in higher costs per HD day. The introduction of the *Crimes (Sentencing) Act 2005* consolidates existing sentencing laws and foreshadows the discontinuation of HD. The Act also introduces the concept of combination sentences that allow for greater flexibility in sentencing. Combination sentences aim to improve the options available to Courts to maximise the prevention, management and rehabilitation of offending behaviour.

The ACT's continued focus on the development of rehabilitation programs for offenders and remand prisoners was further enhanced in 2004-05 with the implementation of an intensive supervision program to tackle high volume, recidivist property offenders.

The emphasis on community based offence-related programs and the increased investment of resources being made by the ACT to rehabilitate offenders and reduce the risk of re-offending is evident in the high cost per offender day. This has resulted in the continued increase in the successful completion of community corrections orders from 86.9 per cent to 88.9 per cent. The average daily number of Indigenous offenders managed by Community Corrections was 103, five more offenders than the previous year.

ACT Corrective Services is currently reviewing all its policies and procedures to be consistent with the ACT's *Human Rights Act 2004*.

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## Northern Territory Government comments

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The Northern Territory is home to people representing more than 100 nationalities. Almost 30 per cent of the population identify themselves as Aboriginal or Torres Strait Islander. Correctional Services can be influenced by many factors including increasing prisoner numbers, geographic dispersion and a young population base. In the NT, criminal activity is disproportionately associated with young adult Indigenous people. Law and justice costs generally are expected to increase as a consequence of changes in the NT's future population composition as the population ages (as noted in the NT Treasury's response to the Productivity Commission's draft report on the Economic Implications of an Ageing Australia, November 2004).

The NT's adult custodial facilities are located in Darwin and Alice Springs. The Alice Springs Correctional Centre is situated 25km south of Alice Springs and is the NT's principal maximum security adult facility. The Centre accommodates prisoners of all security ratings with a total capacity of 400. The Darwin Correctional Centre is situated 16km from Darwin and is a multi-classification prison with a capacity of 400 (male and female). A new 80 bed low Security facility is due to open this year. Prisoner numbers have exceeded capacity at various times in 2005.

Community Corrections administers a number of services from ten offices located in urban and regional areas. Services include bail assessment and supervision, court services, community work orders, probation, home detention and parole.

Given the high number of Indigenous prisoners within the system, and their high re-offending rate, continuing challenges for Correctional Services include ensuring a high standard of prison health and medical care commensurate with the poor health status of Indigenous prisoners, expanding the range of culturally relevant effective interventions and increasing the number of Indigenous staff working across the Agency.

The implementation of all 71 recommendations from the Review of Adult Custodial Services (2004) continues to be a high priority. Other highlights in 2004-05 include:

- appointment of new Director and Deputy Director Indigenous Affairs
- development of the Indigenous male sex offender program
- implementation of the ATSIIC funded Indigenous Elders Visiting Program and Indigenous Family Violence Programs
- no adult deaths in custody from unnatural causes
- through the Community Support Program, provision of 60 613 hours of work to aid non-profit organisations, help the elderly and disabled and remove graffiti.

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## 7.6 Definitions of key terms and indicators

<b>24-hour court cell</b>	A place of detention located in court and/or police complexes managed by correctional officers and that accommodates sentenced/unsentenced prisoners/offenders for short periods of time (not including holding cells).
<b>Assault</b>	<p>An act of physical violence committed by a prisoner resulting in a physical injury that may or may not require short term medical intervention of a non-hospitalised nature. An assault is recorded where either:</p> <ul style="list-style-type: none"><li>• a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or</li><li>• there is evidence that an assault took place because at least one of the following circumstances apply:<ul style="list-style-type: none"><li>– there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or</li><li>– a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities.</li></ul></li></ul> <p>The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100.</p>
<b>Average number of hours to be worked per offender</b>	The balance of community work hours to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.
<b>Average number of hours actually worked per offender</b>	The number of actual hours worked per offender with a work order in the counting period.
<b>Capital cost per prisoner/offender</b>	The daily cost per prisoner/offender, based on the user cost of capital (calculated as 8 per cent of the value of government assets), the depreciation cost for government owned prisons/facilities, and debt servicing fees for privately owned facilities.
<b>Community corrections</b>	Community-based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision, programs or community work.
<b>Community corrections rate</b>	The annual average number of offenders per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.

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**Community corrections staff**

Operational staff refers to staff whose main responsibility involves the supervision or provision of support services directly to offenders, for example, probation/parole/community corrections officers, home detention officers, case managers, program co-ordinators, and court advice workers. Other staff refers to staff based in Head Office or officers in the field whose responsibilities are managerial or administrative in relation to offender management. Staff members who perform a mix of caseload and administrative functions are allocated proportionately to each category based upon the workload assigned to that position.

**Community custodial facilities**

Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) in Queensland.

**Completion rate of community orders**

The proportion of community orders successfully completed (by order type) within the counting period.

**Cost per movement**

The average cost per movement of transporting and escorting prisoners under the supervision of corrective services. Includes the costs of contracted transport services.

**Cost per report**

The average cost per report prepared by corrective services providing advice to sentencing and releasing authorities.

**Daily average prisoner/periodic detention/offender population**

The average number of prisoners, periodic detainees and/or offenders during the counting period.

**Education rate**

The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:

- those in centres where the policy is not to provide education programs or where education programs are not available (that is, remand centres, 24-hour court cells)
- remandees for whom access to education is not available
- hospital patients who are medically unable to participate
- fine defaulters (who are incarcerated for only a few days at a time)
- subgroups of the above categories.

**Employment (community corrections)**

The number of community work hours worked per offender during the counting period.

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<b>Employment (prisoners and periodic detainees)</b>	<p>The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include those undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> <li>• remandees who choose not to work</li> <li>• hospital patients or aged prisoners who are unable to work</li> <li>• prisoners whose protection status prohibits access to work</li> <li>• fine defaulters (who are only incarcerated for a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>
<b>Escapes/absconds rate (open/secure)</b>	<p>A person who escapes or absconds from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes/absconds by the daily average open/secure prison population, multiplied by 100.</p>
<b>Home detention</b>	<p>A corrective services program requiring offenders to be subject to supervision and monitoring by an authorised corrective services officer while confined to their place of residence or a place other than a prison.</p>
<b>Imprisonment rate</b>	<p>The annual average number of prisoners per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.</p>
<b>Inactive order and/or in suspense</b>	<p>Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.</p>
<b>Indigenous</b>	<p>Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self-disclosure.</p>
<b>New offender registrations-to-staff ratio</b>	<p>The level of staff supervision based on the number of staff employed and the total number of new offender registrations (that is, the number of new and/or existing offenders registered with community corrections during the counting period with a new set of orders).</p>
<b>Number of correctional facilities</b>	<p>A facility gazetted as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including community custodial facilities and 24-hour court cell centres .</p>
<b>Number of reports recorded</b>	<p>The number of pre- and post-sentence reports prepared by corrective services providing advice to sentencing and releasing authorities.</p>
<b>Offence-related programs</b>	<p>A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.</p>
<b>Offender</b>	<p>An adult person with a current community-based corrections order (including bail supervision by corrective services).</p>
<b>Offender-to-staff ratio</b>	<p>The level of staff supervision based on the number of staff employed and the average number of offenders.</p>

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<b>Open custody</b>	A custodial facility where the regime for managing prisoners does not require them to be confined by a secure perimeter physical barrier, irrespective of whether a physical barrier exists.
<b>Out-of-cell hours</b>	The time during which prisoners are not confined to cells, averaged over all days of the year.
<b>Periodic detainee</b>	A person subject to a periodic detention order.
<b>Periodic detention</b>	An order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.
<b>Periodic detention rate</b>	The annual average number of periodic detainees per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
<b>Periodic detention utilisation rate</b>	The extent to which periodic detention capacity is meeting demand for periodic detention accommodation, calculated as the total daily average periodic detention population attending a residential component of the order, divided by average periodic detention design capacity.
<b>Personal development</b>	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
<b>Prison</b>	A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities.
<b>Prison design capacity utilisation rate</b>	The extent to which prison design capacity meets demand for prison accommodation, calculated as the total daily average prisoner population divided by average prison design capacity.
<b>Prisoner</b>	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
<b>Private prison</b>	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
<b>Rate of return to community corrections</b>	The proportion of offenders completing a community order, not subject to further supervision/contact with corrective services upon completion, who return to community corrections with a new correctional sanction within two years of the last community order completion date.
<b>Rate of return to corrections</b>	<p><i>Prisoners:</i> The proportion of sentenced prisoners not subject to further supervision/contact with corrective services upon release who return to corrective services with a new correctional sanction within two years of completing a prison sentence.</p> <p><i>Community corrections:</i> The proportion of offenders not subject to further supervision/contact with corrective services upon completion of an order who return to corrective services with a new correctional sanction within two years of the last community order completion date.</p>

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<b>Rate of return to prison</b>	The proportion of sentenced prisoners not subject to further supervision/contact with corrective services upon release who return to prison with a new correctional sanction within two years of completing a prison sentence.
<b>Ratio of number of hours ordered to actual hours worked per offender</b>	The ratio of number of hours ordered to be worked to number of hours actually worked during the counting period per offender with a work order.
<b>Recurrent cost per prisoner/offender</b>	The daily cost of managing a prisoner/offender, calculated against recurrent expenditure net of consolidated funds and receipts (that is, own source revenue), payroll tax and capital costs.
<b>Recurrent expenditure</b>	Expenditure of an ongoing nature incurred in the provision of government services or programs, including salaries, maintenance and working expenses, grants and subsidies, other services, expenditure incurred by other departments on behalf of corrective services, contracted management services, and relevant expenditure by umbrella and other departments, but excluding payroll tax.
<b>Reparation (i)</b>	A subcategory of community-based corrections that refers to all offenders with a community service bond/order or fine option that requires them to undertake unpaid work.
<b>Reparation (ii)</b>	In the broader context of this data collection, refers to work undertaken by prisoners or offenders that benefits the community directly or indirectly by reducing costs to the taxpayer.
<b>Restricted movement</b>	A subcategory of community-based corrections that refers to offenders who are subject to a system of restricted movement, including supervision and/or electronic monitoring (e.g. home detention).
<b>Secure custody</b>	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
<b>Serious assault</b>	<p>An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including:</p> <ul style="list-style-type: none"> <li>(a) harm requiring medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility (for example, prison clinic, infirmary, hospital or a public hospital)</li> <li>(b) harm requiring extended periods of ongoing medical treatment, or</li> <li>(c) all acts of sexual assault.</li> </ul> <p>The same requirements of (a) and (b) (above) for assault apply.</p>
<b>Supervision (compliance)</b>	A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation).
<b>Total cost of service</b>	Includes the combined prison and community corrections recurrent expenditure (net of recurrent receipts and payroll tax), the cost of transport and escort services, and capital costs comprising (for this item only) depreciation on government owned facilities, debt service fees for privately owned facilities, capital asset charges and other associated capital expenses, but excluding user cost of capital.

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**Transitional Centre**

Facilities administered by corrective services for the purpose of accommodating prisoners prior to their release from custody.

**Unnatural deaths rate**

The death wherever occurring (including hospital) of a person:

- who is in prison custody
- whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody
- who dies or is fatally injured in the process of prison officers attempting to detain that person
- who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody, and
- there is sufficient evidence to suggest, subject to a Coroner's finding, that the most likely cause of death is homicide, suicide, an accidental cause or a drug overdose.

The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.

**Work order**

A community service order or bond that imposes work upon an offender. (In some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

*Source:* NCAG (2005).

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## 7.7 Supporting tables

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 7A.3 is table 3 in the attachment). Supporting tables are provided on the CD-ROM enclosed with the Report. The files containing the supporting tables are provided in Microsoft Excel format as \Publications\Reports\2006\Attach7A.xls and in Adobe PDF format as \Publications\Reports\2006\Attach7A.pdf. The files containing the supporting tables can also be found on the Review web page ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without access to the CD-ROM or Internet can contact the Secretariat to obtain the supporting tables (see contact details on the inside front cover of the Report).

<b>Preamble</b>	Corrective services — Attachments
<b>Table 7A.1</b>	Average daily prisoner population
<b>Table 7A.2</b>	Correctional custodial facilities, at 30 June 2005 (number)
<b>Table 7A.3</b>	Average daily community corrections population and people per type of order
<b>Table 7A.4</b>	Imprisonment and community corrections rates (per 100 000 adults)
<b>Table 7A.5</b>	Imprisonment and community correction rates (per 100 000 adults)
<b>Table 7A.6</b>	Recurrent expenditure on prisons, recurrent and capital cost per prisoner per day, 2004-05
<b>Table 7A.7</b>	Real recurrent expenditure on prisons (2004-05 \$'000)
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<b>Table 7A.13</b>	Prison assault rates, 2004-05 (per 100 prisoners)
<b>Table 7A.14</b>	Death rates from apparent unnatural causes, 2004-05 (per 100 prisoners)
<b>Table 7A.15</b>	Death rates from apparent unnatural causes (per 100 prisoners)
<b>Table 7A.16</b>	Escapes/absconds rates, 2004-05 (per 100 prisoners)
<b>Table 7A.17</b>	Prisoner out-of-cell hours, 2004-05 (hours per day)
<b>Table 7A.18</b>	Completion of community corrections orders, by type of order, 2004-05 (per cent)
<b>Table 7A.19</b>	Prisoner and offender employment rates, 2004-05 (per cent)
<b>Table 7A.20</b>	Prisoner and offender education and training rates, 2004-05 (per cent)

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- Table 7A.21** Community corrections offender-to-staff ratios, 2004-05  
**Table 7A.22** Prison design capacity utilisation rates, 2004-05 (per cent)  
**Table 7A.23** Categorisation of correctional sanctions

**Single Jurisdiction Data — NSW**

- Table 7A.24** Descriptors, prisons  
**Table 7A.25** Effectiveness, prisons  
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**Table 7A.27** Effectiveness, periodic detention  
**Table 7A.28** Efficiency, prisons and periodic detention  
**Table 7A.29** Descriptors, community corrections  
**Table 7A.30** Effectiveness, community corrections  
**Table 7A.31** Efficiency, community corrections

**Single jurisdiction data — Vic**

- Table 7A.32** Descriptors, prisons  
**Table 7A.33** Effectiveness, prisons  
**Table 7A.34** Efficiency, prisons  
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**Table 7A.37** Efficiency, community corrections

**Single jurisdiction data — Qld**

- Table 7A.38** Descriptors, prisons  
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**Table 7A.43** Efficiency, community corrections

**Single jurisdiction data — WA**

- Table 7A.44** Descriptors, prisons  
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**Single jurisdiction data — SA**

- Table 7A.50** Descriptors, prisons  
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**Table 7A.52** Efficiency, prisons

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- Table 7A.53** Descriptors, community corrections  
**Table 7A.54** Effectiveness, community corrections  
**Table 7A.55** Efficiency, community corrections

**Single jurisdiction data — Tas**

- Table 7A.56** Descriptors, prisons  
**Table 7A.57** Effectiveness, prisons  
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**Table 7A.59** Descriptors, community corrections  
**Table 7A.60** Effectiveness, community corrections  
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**Single jurisdiction data — ACT**

- Table 7A.62** Descriptors, prisons  
**Table 7A.63** Effectiveness, Prisons  
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**Single jurisdiction data — NT**

- Table 7A.70** Descriptors, prisons  
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**Table 7A.72** Efficiency, prisons  
**Table 7A.73** Descriptors, community corrections  
**Table 7A.74** Effectiveness, community corrections  
**Table 7A.75** Efficiency, community corrections

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## 7.8 Reference

NCAG (National Corrections Advisory Group) 2005, *Data Collection Manual 2004-05*, Canberra, unpublished.