
7 Corrective services

Corrective services aim to meet the overall objectives of the criminal justice system, outlined in the Justice preface, by providing a safe, secure and humane adult correctional system that incorporates the elements of rehabilitation, community protection and reparation.

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). 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; the term ‘offenders’ is used to refer to people serving community corrections orders. Both public and privately operated correctional facilities are included; however, the scope of this chapter does not extend to:

- juvenile justice (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.

A profile of the corrective services sector is provided in section 7.1. Policy developments and how these may affect the collection, reporting and interpretation of data are briefly discussed in section 7.2. The framework of performance indicators is outlined in section 7.3, and the data collected are discussed in section 7.4. Future developments in performance reporting are broadly discussed in section 7.5. Jurisdictions’ comments are provided in section 7.6, and the chapter concludes with definitions in section 7.7.

In line with the Steering Committee’s decision on the treatment of payroll tax, financial indicators in the 2004 Report exclude payroll tax, unless designated otherwise (for example, payroll tax was not separately counted in 1998-99). Data for all financial indicators from 1999-2000 have been revised accordingly.

The manner of reporting data for ACT prisoners held in NSW prisons, along with the way they are treated in the calculation of rates, has also been changed to be

consistent with Australian Bureau of Statistics (ABS) reporting practices for corrective services publications.

Supporting tables

Supporting tables for chapter 7 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel 97 format as \Publications\Reports\2004\Attach7A.xls and in Adobe PDF format as \Publications\Reports\2004\Attach7A.pdf.

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 7A.3 is table 3 in the electronic files). These files can also be found on the Review web page (www.pc.gov.au/gsp/2004/index.html). Users without Internet access can contact the Secretariat to obtain these tables (see details on the inside front cover of the Report).

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 of offenders serving community corrections orders is the core business of all corrective services agencies, however, the scope of their responsibilities varies widely. Functions administered by corrective services in one jurisdiction may be administered by a different justice sector agency in another. For example, the responsibility for prisoner escorts; the management of prisoners held in court cells or police cells; the supervision of juvenile offenders on community correctional orders, juvenile detention; and the prosecution of breaches of community corrections orders, varies across jurisdictions.

Roles and responsibilities

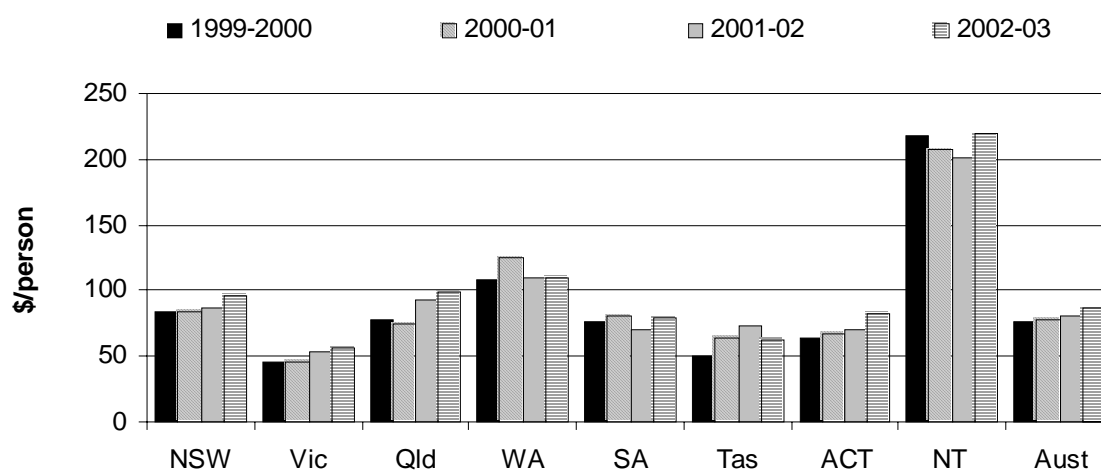
Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2002-03, the ACT maintained one remand prison, a temporary remand

facility 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 2002-03. Two jurisdictions (NSW and the ACT) provided for periodic detention of prisoners — for example, weekend detention in custody, where prisoners can return home and maintain work commitments during the week.

Funding

Nationally, reported expenditure on corrective services (net of revenue derived from own sources and excluding payroll tax) totalled \$1.7 billion in 2002-03 — almost \$1.5 billion (85.6 per cent) for prisons, \$188.0 million (11.0 per cent) for community corrections and \$59.0 million (3.4 per cent) for transport and escort services.¹ Expenditure per person in the population in 2002-03 ranged from \$219 in the NT to \$56 in Victoria (table 7A.11). Nationally, expenditure per person increased in real terms from \$76 in 1999-2000 to \$87 in 2002-03 (figure 7.1).

Figure 7.1 **Real expenditure on corrective services per person (2002-03 dollars)^{a, b}**



^a 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). ^b Data for previous years have been adjusted to 2002-03 dollars using the gross domestic product (GDP) price deflator (table A.26).

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

¹ Transport and escort service expenditure is reported separately from overall prison expenditure by NSW, Victoria, Queensland, WA, SA and the ACT (table 7A.6).

Size and scope of sector

Prison custody

In 2002-03, there was a total of 124 corrective service operated custodial facilities throughout Australia (table 7A.2). These comprised 81 government operated prisons and seven privately operated prisons; four government operated community custodial facilities (including two transitional centres) and five privately operated community custodial facilities; 12 periodic detention centres; and 15 24-hour court-cell centres (under the responsibility of corrective services in NSW).

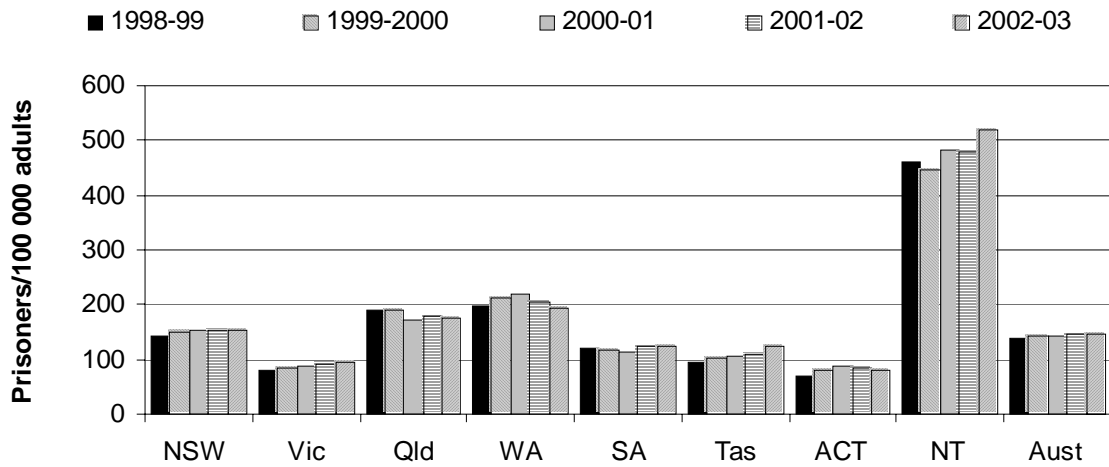
On average, 22 232 people per day (excluding periodic detainees) were held in Australian prisons during the year (table 7A.1) — an increase of 2.6 per cent over the average daily number reported in the previous year (SCRCSSP 2003). In addition, on average, 946 people per day were serving periodic detention orders in NSW and the ACT in 2002-03 — a decline of 10.2 per cent from the 2001-02 average.

Excluding periodic detainees, 27.3 per cent of prisoners were held in open prisons (facilities for prisoners classified as low security) in 2002-03 and 72.7 per cent were held in secure facilities. A daily average of 4171 prisoners (18.8 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year — an increase of 14.9 per cent from the previous year's average (SCRCSSP 2003). In 2002-03, the proportion of prisoners accommodated in private prisons in those jurisdictions operating private prisons ranged from 39.7 per cent in Victoria to 7.2 per cent in SA (table 7A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2002-03 comprised 20 725 males and 1507 females — 93.2 per cent and 6.8 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 4600 — 20.7 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 old in Victoria and Queensland and 18 years old in all other jurisdictions for the reporting period). The national rate of imprisonment for all prisoners was 147.2 per 100 000 Australian adults in 2002-03, compared to 145.5 in 2001-02 (figure 7.2). The NT reported the highest imprisonment rate per 100 000 adults in 2002-03 (518.6) and the ACT reported the lowest rate (80.2) (figure 7.2). On a gender basis, the national imprisonment rate was 279.6 per 100 000 adult males and 19.6 per 100 000 adult females (table 7A.4).

Figure 7.2 **Imprisonment rates^{a, b}**



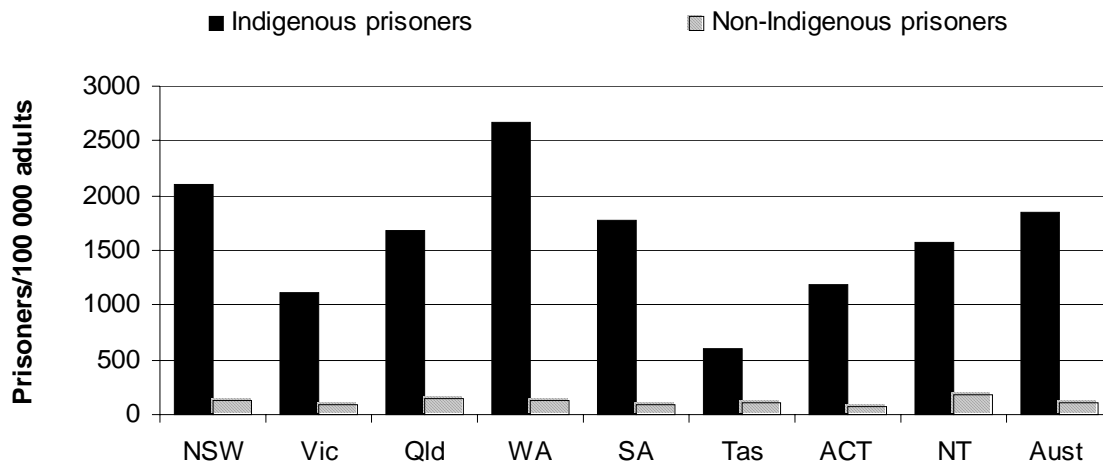
^a Based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult population estimates (ABS data supplied by the National Centre for Crime and Justice Statistics).
^b ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons.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

Source: State and Territory governments (unpublished); table 7A.5.

The national imprisonment rate per 100 000 Indigenous adults was 1850.5 in 2002-03 compared with a rate of 115.4 for non-Indigenous prisoners per 100 000 non-Indigenous adults (figure 7.3). WA reported the highest rate of Indigenous imprisonment per 100 000 adults (2678.4) and Tasmania reported the lowest (600.8). The NT reported the highest non-Indigenous imprisonment rate per 100 000 adults (177.7) and the ACT reported the lowest (70.2) in 2002-03 (figure 7.3). These comparisons need to be interpreted with care, especially for States and Territories with 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, 77.1 per cent of prisoners were non-Indigenous in 2002-03 (table 7A.1).

Figure 7.3 **Indigenous and non-Indigenous imprisonment rates, 2002-03^{a, b, c, d}**



^a Based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult Indigenous and non-Indigenous population estimates (ABS figures supplied by the National Centre for Crime and Justice Statistics). ^b ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. ^c Excludes prisoners reported as being of unknown Indigenous status. ^d Queensland was unable to report unknown Indigenous status separately and included prisoners of unknown Indigenous status as non-Indigenous prisoners.

Source: State and Territory governments (unpublished); table 7A.4.

Community corrections

All jurisdictions operate community corrections programs. Community corrections comprise a variety of non-custodial programs (listed for each jurisdiction in table 7A.23). These programs 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 restrictions 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 programs, other than they generally provide either a non-custodial sentencing alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

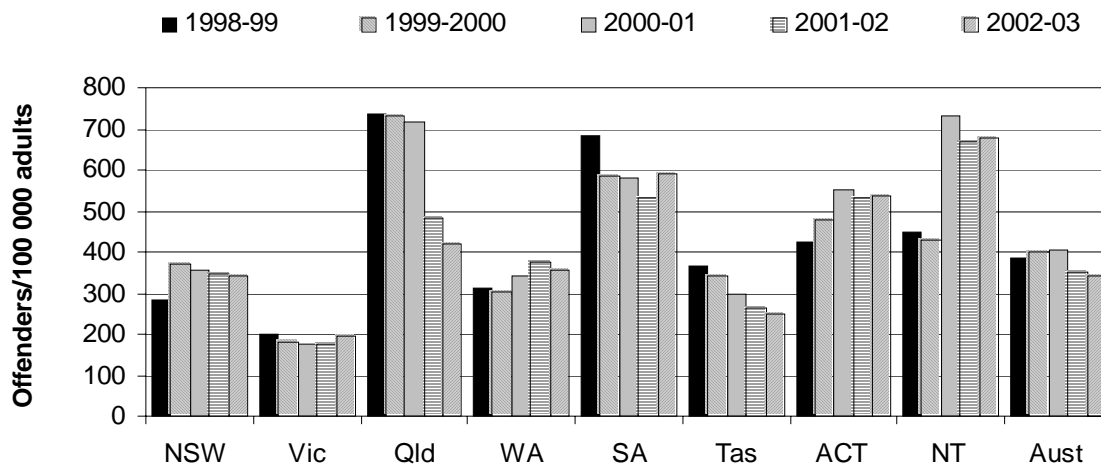
Community corrections include court imposed non-custodial sentences that are administered by corrective services. These sentences may include suspended sentences, court imposed home detention, community service orders, probation, intensive supervision orders and recognisance. In most States and Territories, fine default orders are administered by community corrections, as is bail supervision in some jurisdictions. All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Victoria and

Tasmania in 2002-03. Community corrections also include post-custodial programs (for example, parole, release on licence, pre-release orders and some forms of home detention), under which prisoners released into the community continue to be subject to corrective services supervision.

A daily average of 51 929 offenders were serving community corrections orders across Australia in 2002-03 — a decrease of 0.7 per cent from the previous year's average (SCRCSSP 2003). This daily average comprised 42 329 males (81.5 per cent), 9225 females (17.8 per cent) and 375 offenders whose gender was reported as unknown. The daily average comprised 6871 Indigenous offenders (13.2 per cent of the total community correction population), 40 893 non-Indigenous offenders (78.7 per cent) and 4165 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 old in Victoria and Queensland and 18 years old in all other jurisdictions for the reporting period). The national community corrections rate was 343.9 per 100 000 adults in 2002-03 compared to 351.0 in 2001-02 (figure 7.4). The NT reported the highest rate per 100 000 adults in 2002-03 (678.2) and Victoria reported the lowest (194.4) (figure 7.4). The national rate for female community correction offenders was 120.0 per 100 000 adult females, compared with 571.1 for adult males (table 7A.4).

Figure 7.4 Community corrections rates^{a, b}

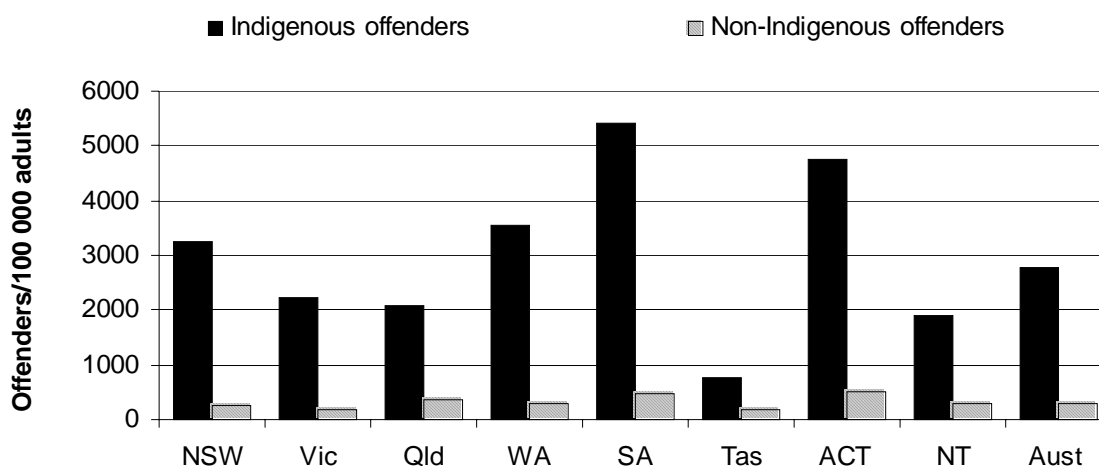


^a Based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (ABS data supplied by the National Centre for Crime and Justice Statistics). ^b All jurisdictions include persons on inactive orders as of 2000-01. NT community corrections rates exclude offenders on orders that have been inactive for over three years. NSW rates exclude offenders on orders that have been inactive for over three months. Victorian rates exclude persons on orders that are inactive pending the outcome of breach action.

Source: State and Territory governments (unpublished); table 7A.5.

For Indigenous offenders, the national rate was 2764.1 per 100 000 Indigenous adults compared with 275.3 for non-Indigenous offenders (figure 7.5). South Australia reported the highest rate of Indigenous offenders per 100 000 Indigenous adults in 2002-03 (5398.1) and Tasmania reported the lowest (766.5). The ACT reported the highest rate of non-Indigenous offenders per 100 000 non-Indigenous adults (497.5) and Victoria reported the lowest rate (173.7) in 2002-03 (figure 7.5). As in the case of imprisonment rates, these comparisons need to be interpreted with care, especially for those jurisdictions with 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, 2002-03^a**



^a Rates are based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (ABS data supplied by the National Centre for Crime and Justice Statistics). Excludes offenders whose Indigenous status was reported as unknown. Queensland was unable to report unknown Indigenous status separately and included offenders of unknown Indigenous status as non-Indigenous offenders.

Source: State and Territory governments (unpublished); table 7A.4.

7.2 Policy developments in corrective services

The development and management of appropriate, effective, responsive and co-ordinated programs and services continue to be a major policy focus for corrective services. This focus includes addressing the diversity and increasing complexity of the circumstances and needs of prisoners (both while imprisoned and on re-entry to the community) and offenders serving community-based sentences. Transition management of prisoners on release into the community is a major focus area, which has resulted in, for example, the establishment and operation of separate facilities such as transition centres in one jurisdiction. Such policy developments affect structural and operating arrangements that have been, and continue to be, reflected in reviews and revisions of the indicator framework.

The increasing complexity of the circumstances and needs of prisoners refers to the growing number of prisoners with unresolved drug and alcohol issues and backgrounds of social disadvantage, low educational achievement, poor employment history, significant health problems (including mental illness), and limited family and social skills. Policy responses include national initiatives — such as the National Strategy for Vocational Education and Training for Adults in Prison — and jurisdictional level approaches — such as transitional housing

initiatives to address the post-release accommodation problems faced by many prisoners (which have been linked to the risk of re-offending).

Addressing the specific needs of particular groups of prisoners and offenders continues to be a key element of both custodial and community-based programs and services. This includes policy and planning issues associated with the growing number and proportion of female prisoners, developing culturally appropriate services for Indigenous people, and developing appropriate programs for those with mental illness, intellectual disability, substance abuse, dual diagnosis, or a history of self-harming behaviour. The development, introduction and enhancement of programs and services targeting the needs of specific prisoner and offender groups will increasingly impact upon effectiveness, equity and efficiency indicators in the future.

There is a growing acknowledgment nationally that the sector has an active role to play in crime prevention activities. One of the key objectives of corrective services is to provide programs and opportunities that address the causes of offending, maximise the chances of successful reintegration into the community and reduce the risk of re-offending. Delivering these programs and services is increasingly involving other government and non-government agencies in collaborative partnerships that, in some instances, include funding arrangements that have flow-on consequences for expenditure and cost indicators.

7.3 Framework of performance indicators

For the 2004 Report, the framework of performance indicators has been revised to provide information on equity, efficiency and effectiveness, and to distinguish the outputs and outcomes of government services for corrective services. This approach is consistent with the revised general performance indicator framework and service process diagram in chapter 1 (figures 1.2 and 1.3) that have been agreed by the Steering Committee. Corrective services performance is reported against common objectives agreed by all jurisdictions (box 7.1).

Box 7.1 Objectives for corrective services

Corrective services effectiveness indicators relate to the objectives of:

- **custody** — to protect the community by the sound management of prisoners commensurate with the risks they pose to the community, and to ensure the environment in which prisoners are managed enables them to achieve an acceptable quality of life consistent with community norms
- **community** — to protect the community by the sound management of offenders commensurate with the risks they pose to the community, and to ensure the environment in which offenders are managed enables them to achieve an acceptable quality of life, consistent with community norms, through referral to social support agencies
- **reparation** — to ensure work undertaken by prisoners or offenders benefits the community either directly or indirectly (by reducing costs to the taxpayer)
- **prisoner/offender programs** — to provide programs and opportunities that address the causes of offending, maximise the chances of successful reintegration into the community and reduce the risk of re-offending
- **advice to sentencing and releasing authorities** — to provide sentencing and releasing authorities with advice to assist in the determination of the disposition of prisoners and offenders, their release to parole, and the necessary conditions for their supervision and post-release supervision.

These objectives will be met through the provision of services in an equitable and efficient manner.

Corrective services efficiency indicators relate to the objective of **resource management** — to manage resources to deliver correctional services efficiently.

Jurisdictions continue to investigate comparability issues through their participation in the National Corrections Advisory Group (NCAG) and work to improve the counting rules for performance measures. Definitions and counting rules were refined during the year as part of the continuing effort to ensure comparability of all indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with revised counting rules and definitions. This Report presents some historical data that may be different from data published in the 2003 Report for a number of jurisdictions (tables are footnoted accordingly). In other cases, it has not been possible to recalculate historical data, so any conclusions about changes within individual jurisdictions need to be considered in this context.

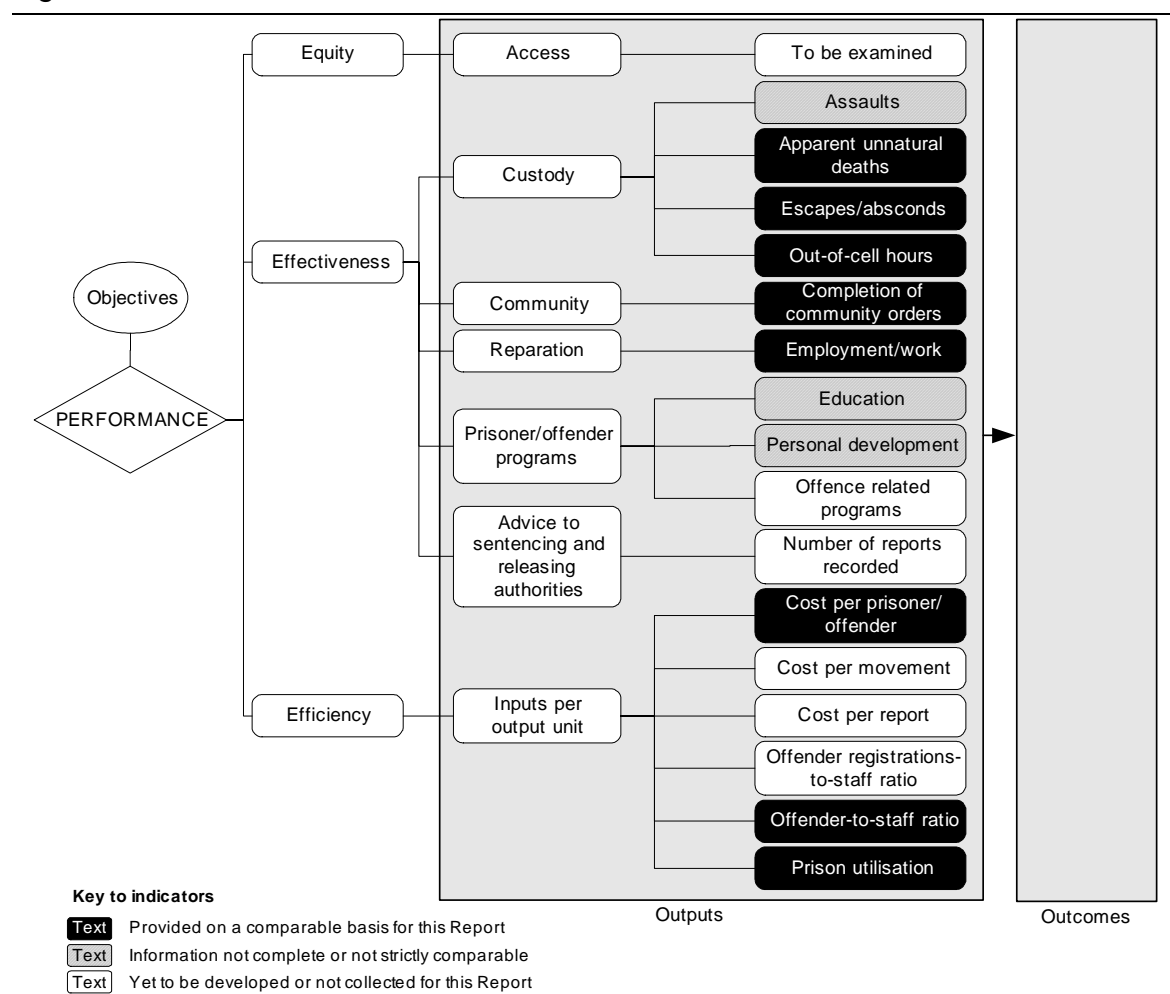
Figure 7.6 specifies the performance indicators associated with the objectives identified in box 7.1. At this stage there are no outcome indicators for corrective services. It is noted, however, that the activities of corrective services influence

broader justice-wide outcomes (such as recidivism) that are reported in the Justice preface.

For periodic detainees, relevant effectiveness indicators, such as assaults and escapes, are reported separately. For relevant efficiency indicators (such as recurrent cost per prisoner), periodic detainees are counted as two-sevenths of a prisoner, as 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).

The performance indicator framework shows which data are comparable in the 2004 Report (figure 7.6). For data that are not considered strictly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 7.6 Performance indicators for corrective services



7.4 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 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

The application of equity indicators in the corrective services area is being examined.

Effectiveness

Custody

Prison custody indicators are particularly vulnerable to the effects of small numbers, especially when expressed as a rate of total prisoner populations in jurisdictions with relatively small average daily prisoner populations. Given the small absolute numbers in many cases, care needs to be taken when comparing effectiveness indicators across jurisdictions and over time within jurisdictions. A single incident in the smallest jurisdiction can double the rate of some indicators, but have little apparent effect in the larger jurisdictions. For example, a single death in prison in the jurisdiction with the smallest prison population (the ACT) in 2002-03 would result in a rate of 1.47 per 100 prisoners and a second death would double the rate to 2.94. In contrast, one additional death during the year in the jurisdiction with the largest prisoner population (NSW) would change the rate by a far smaller proportion, from 0.11 per 100 prisoners to 0.13, and a second additional death would increase the rate to 0.14.

Custody — assaults

Indicators reporting on assaults were revised in 2000-01 to account for differences in the level of severity of assaults reported. 'Serious assaults' refer to acts of physical violence resulting in actual bodily harm requiring medical treatment and

assessment involving hospitalisation or extended periods of ongoing 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.

In 2002-03, Tasmania recorded the highest rate of 'serious assaults' by prisoners on other prisoners per 100 prisoners (1.36) and WA reported the lowest (0.11). NSW had the highest rate of 'assaults' by prisoners on other prisoners per 100 prisoners (16.86) and the NT had the lowest (4.48) (table 7A.13). Small numbers of assaults relative to small prisoner populations affect this indicator and need to be considered when interpreting these results. For example, the rate of serious assaults by prisoners on prisoners in Tasmania (the jurisdiction with the highest rate) represents six incidents over the year, compared to only one incident in the jurisdiction with the lowest rate (the NT).

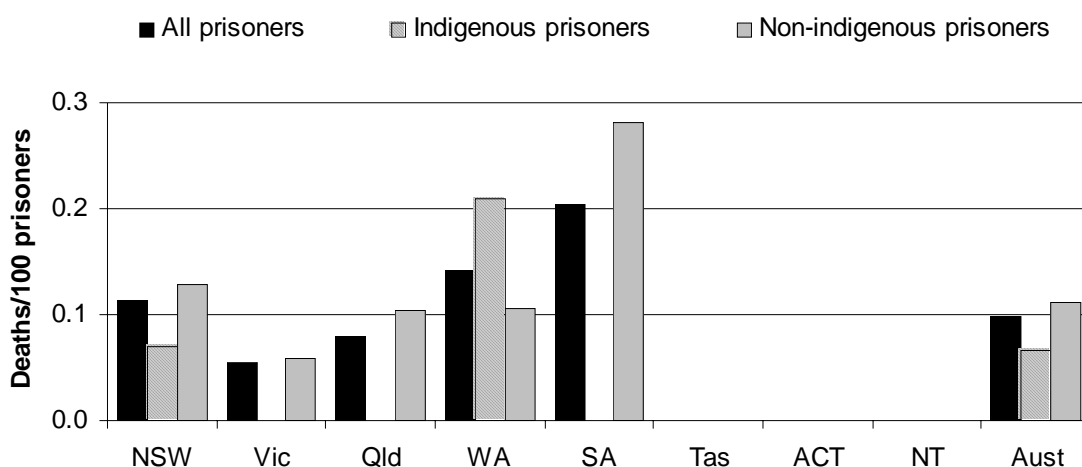
The reported rate of 'serious assaults' by prisoners on officers per 100 prisoners in 2002-03 ranged from 0.20 in SA to zero in NSW, Victoria, WA, Tasmania and the NT. As with the rates of serious assaults by prisoners on prisoners, these rates can represent a very small number of cases. For the two jurisdictions reporting rates above zero, these rates are based on three incidents (SA) and one incident (Queensland) respectively during the year. The rate of 'assaults' by prisoners on officers per 100 prisoners was highest in WA (3.97) and lowest in the NT (0.56) (table 7A.13). The ACT did not report on these indicators in 2002-03.

In NSW in 2002-03, the rate of 'serious assault' on periodic detainees by other periodic detainees was 0.11 per 100 detainees and the rate of 'assault' on detainees was 2.64. There were no incidents of 'serious assault' on officers and the rate of 'assault' on officers was 0.11 (table 7A.13). The ACT did not report these indicators in 2002-03.

Custody — apparent unnatural deaths

In 2002-03, the rate of death from apparent unnatural causes for all prisoners ranged from 0.20 per 100 prisoners in SA to zero in Tasmania, the ACT and the NT (figure 7.7). For Indigenous prisoners, WA reported the highest rate of death from apparent unnatural causes (0.21 — two deaths) and Victoria, Queensland, SA, Tasmania, the ACT and the NT reported the lowest (zero) (figure 7.7). Neither of the two jurisdictions operating periodic detention reported deaths of periodic detainees in 2002-03 (table 7A.14).

Figure 7.7 Prisoner death rates from apparent unnatural causes, 2002-03^a

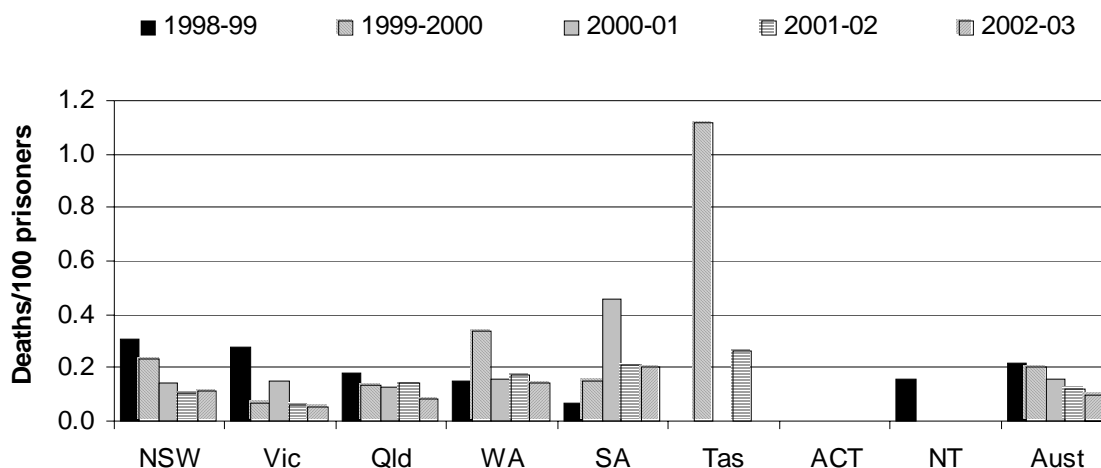


^a Indigenous death rates from apparent unnatural causes represent one death in NSW and two deaths in WA in 2002-03.

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

The national rate of death by apparent unnatural causes for all prisoners declined from 0.22 in 1998-99 to 0.10 in 2002-03 (figure 7.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 7A.15).

Figure 7.8 Prisoner death rates from apparent unnatural causes, all prisoners

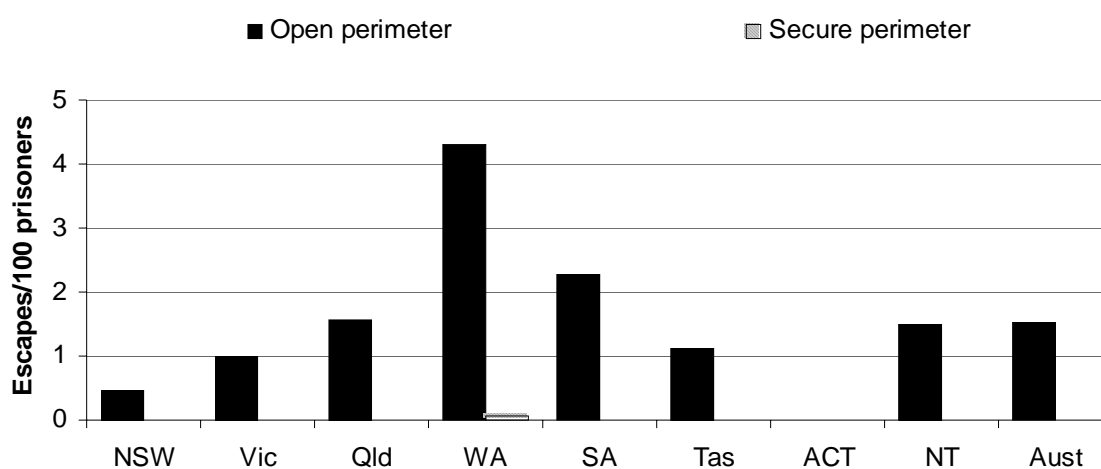


Source: State and Territory governments (unpublished); table 7A.15.

Custody — escapes/absconds

Western Australia reported the highest rate of absconds from open perimeter custody in 2002-03 (4.30 per 100 prisoners) and NSW reported the lowest (0.47). The rate of escapes from secure custody ranged from 0.05 in WA (one incident) to zero in all other jurisdictions (figure 7.9). The absconding rate among prisoners serving periodic detention was zero for both jurisdictions operating periodic detention (NSW and the ACT) (table 7A.16).

Figure 7.9 Prisoner escape/abscond rate, 2002-03

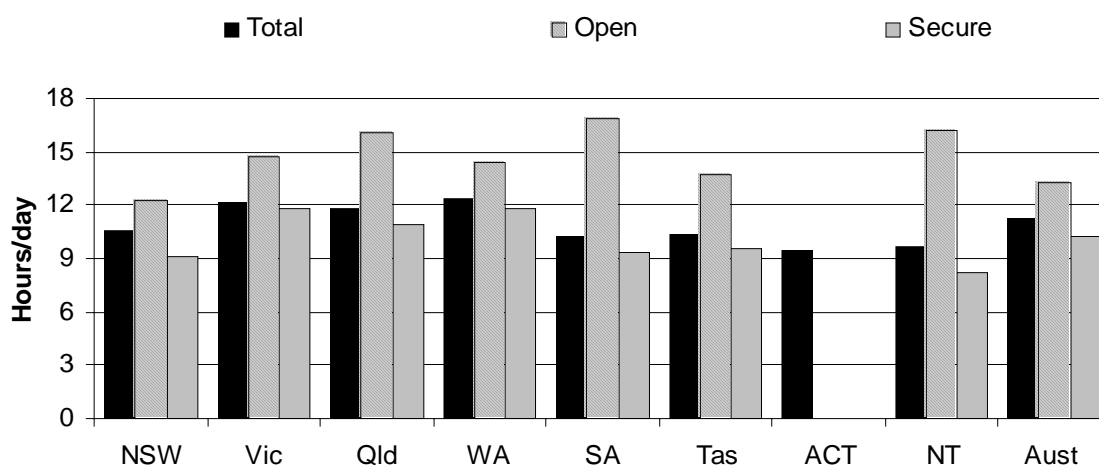


Source: State and Territory governments (unpublished); table 7A.16.

Custody — out-of-cell hours

In 2002-03, WA reported the highest average daily out-of-cell hours for all prisons combined (12.3 hours per day) and the ACT reported the lowest (9.5 hours per day). Out-of-cell hours for open custody ranged from 16.9 per day in SA to 12.3 per day in NSW. Out-of-cell hours for secure custody ranged from 11.8 per day in Victoria and WA to 8.2 per day in the NT (figure 7.10). The ACT figures relate only to prisoners held in ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction.

Figure 7.10 Average out-of-cell hours, by prisoner security level, 2002-03^a



^a ACT data are based on prisoners held in ACT remand facilities.

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

Community corrections — completion of community orders

A key effectiveness indicator for the management of offenders in the community is the successful completion of orders. Unsuccessful completion occurs when the offender breaches an order (failing to comply with the conditions of the order) or commits a further offence. Data need to be interpreted with care because, for example, a 100 per cent order completion figure could mean either exceptionally high compliance or a failure to detect or act on breaches of compliance. Completion rates are also affected by differences in the risk profiles of offender populations and policy decisions that may drive the determination of risk. High-risk offenders, who are subject to higher levels of supervision, are more likely to be detected when conditions of orders are breached. High breach rates, therefore, may be perceived in some jurisdictions as a positive outcome reflecting a more intensive management of community orders.

In 2002-03, Tasmania reported the highest proportion of successful completion for all orders (90.0 per cent) and WA reported the lowest (62.8 per cent). Successful completion of restricted movement orders ranged from 83.2 per cent in both Queensland and the NT, to 66.7 per cent in the ACT. However, the ACT proportion is based on only a very small number of restricted movement orders and is not necessarily representative of long-term trends or consistent differences from other jurisdictions. The completed proportion of reparation orders ranged from 89.3 per cent in Tasmania to 54.7 per cent in SA. The completed proportion of

supervision orders ranged from 91.2 per cent in Tasmania to 62.8 per cent in WA (figure 7.11).

Figure 7.11 **Successful completion of community corrections orders, by type of order, 2002-03^a**



^a Victoria and Tasmania did not have restricted movement orders in 2002-03.

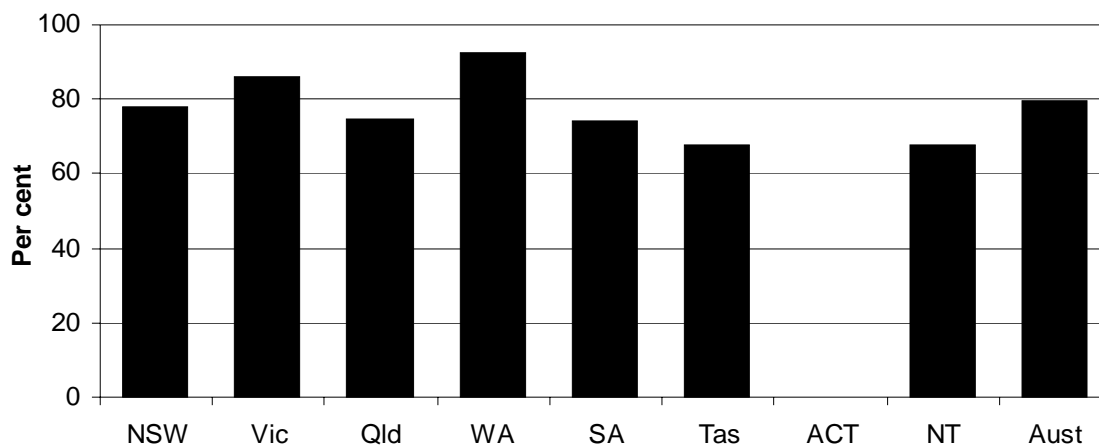
Source: State and Territory governments (unpublished); table 7A.18.

Reparation — prisoner employment

Prisoner employment provides reparation to the community by generating income from prison industries, offsetting expenditure through work in prison services (work undertaken to service the prison) and unpaid community work by prisoners. All jurisdictions reported a significant number of prisoners employed in prison industries or services or, in a smaller number of cases, working in the community as part of a pre-release scheme where prisoners are employed under industrial award conditions.

In 2002-03 the highest proportion of prisoners employed was reported by WA (92.4 per cent of prisoners eligible to work) and the lowest was reported by Tasmania (67.6 per cent) (figure 7.12). Victoria reported the highest proportion of prisoners employed in commercial industries (45.6 per cent), WA reported the highest proportion employed in prison service industries (71.8 per cent) and Queensland reported the highest proportion in work release (2.6 per cent). These comparisons need to 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 the prisons are remote from large population centres.

Figure 7.12 Proportion of eligible prisoners employed, 2002-03^a



^a Excludes the ACT because its prison accommodates only remand prisoners.

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

The employment rate among periodic detainees in 2002-03 in the two jurisdictions operating periodic detention was 66.0 per cent in NSW and 34.2 per cent in the ACT (table 7A.19).

Reparation — community work by community corrections offenders

Large numbers of offenders are required to undertake community work as part of their orders. In 2002-03, the ACT reported the highest average number of hours ordered per offender with a work order (116 hours) and Queensland reported the lowest (69 hours), of those jurisdictions able to report these data (table 7A.19). In 2002-03, the ACT also reported the highest number of hours worked per offender with a work order (73 hours) and Queensland reported the lowest (41 hours) of those jurisdictions able to report these data (table 7A.19).

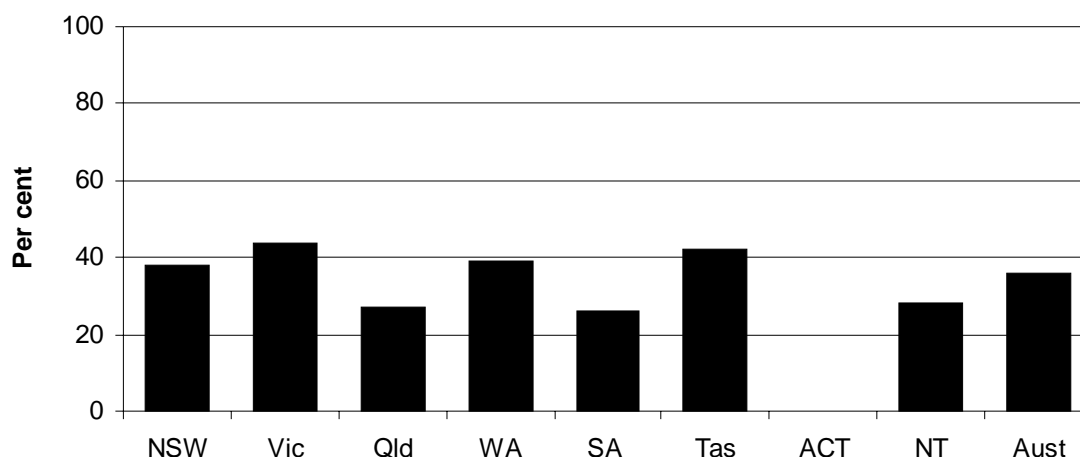
The ratio of hours ordered to be worked to hours actually worked indicates the extent to which corrective services were able to administer these orders. The ratio is based on the number of community work hours to be served on all orders registered during the year, divided by the number of hours actually worked by all offenders during the same period. It does not measure the extent to which individual offenders complied with the community work requirements of their orders. In 2002-03, WA reported the largest ratio of hours ordered to hours worked (2.1) and the ACT reported the smallest ratio (1.6), of those jurisdictions able to report these data (table 7A.19).

Prisoner/offender programs — education

Enhancing employment opportunities through education and training is important for successfully reintegrating prisoners into the community and reducing the risk of reoffending. This indicator reflects only participation in accredited education and training courses under the Australian Qualifications Framework and does not include a range of offence related programs that are also provided in prisons, such as drug and alcohol, psychological and personal development courses.

Victoria reported the highest proportion of eligible prisoners undertaking accredited education or training courses in 2002-03 (43.8 per cent) and SA reported the lowest (26.2 per cent) (figure 7.13). The proportion of prisoners undertaking different types of education and training courses varied across jurisdictions, with Victoria reporting the highest proportion in vocational education and training (42.5 per cent), NSW reporting the highest in secondary school sector courses (30.9 per cent), Queensland reporting the highest in higher education (3.3 per cent) and Tasmania reporting the highest in pre-certificate level 1 courses² (11.7 per cent). Education indicators do not apply to the ACT, because that jurisdiction accommodates only remand prisoners (table 7A.20).

Figure 7.13 Proportion of prisoners enrolled in education and training, 2002-03^a



^a Excludes the ACT because that jurisdiction's prison accommodates only remand prisoners. Prisoners eligible to participate in education are defined differently across jurisdictions (see single jurisdiction data in the supporting tables for details).

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

² Refers to accredited education courses below the Certificate 1 level (for example, learning to read and recognising numbers).

Prisoner/offender programs — personal development

The relevant indicator for community corrections is the proportion of offenders undertaking personal development courses provided by, or on referral from, corrective services. Only two jurisdictions could report on this indicator for 2002-03 — WA (55.7 per cent) and the NT (51.8 per cent) (table 7A.20).

Prisoner/offender programs — offence related programs

This indicator is under development. Progress has been made in defining the indicator and developing counting rules.

Advice to sentencing and releasing authorities — number of reports recorded

This indicator relates to reports prepared by corrective services providing pre- and post-sentencing advice to sentencing and releasing authorities and is still under development. Progress has been made in defining the indicator and developing counting rules, and the indicator is being trialed for inclusion in future reports.

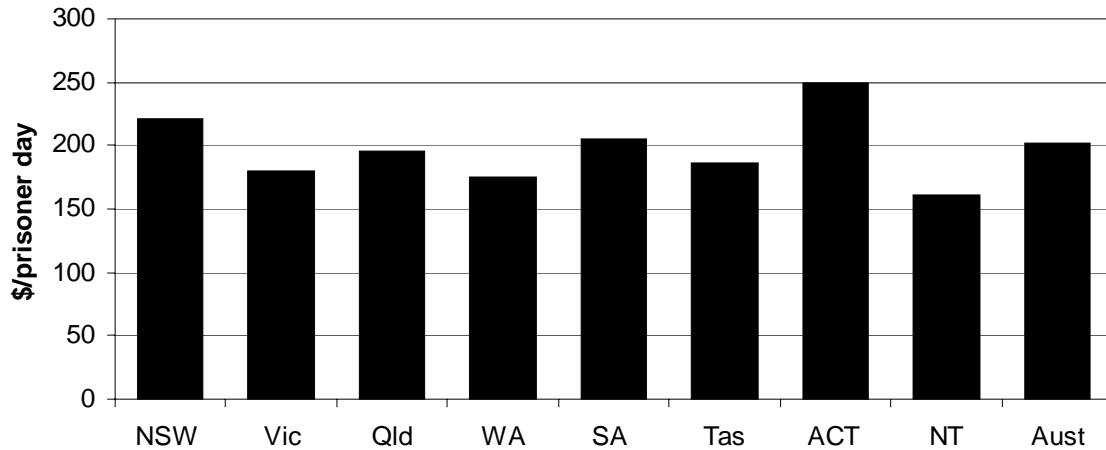
Efficiency

The data presented for these efficiency indicators are affected by factors other than differences in true efficiency. These factors include the composition of the prisoner population (such as security classification, the number of female or special need prisoners, and the number of periodic detainees), the size and dispersion of the area serviced and the scale of operations.

Inputs per output unit — cost per prisoner

A measure of efficiency in resource management is the cost of prison services divided by the number of prisoner days (unit costs). The total cost (combined recurrent and capital costs) per prisoner per day in 2002-03 ranged from \$250 in the ACT to \$161 in the NT (figure 7.14).

Figure 7.14 Total cost per prisoner per day, 2002-03^a



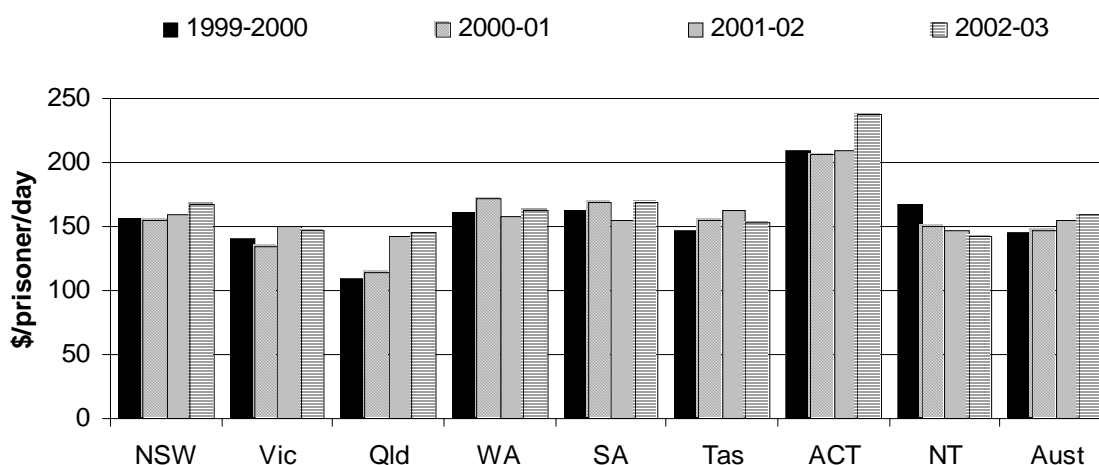
^a Total cost per prisoner day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital, depreciation, and debt service 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.

Average recurrent cost per prisoner per day in 2002-03 (for open and secure prisons combined) ranged from \$238 in the ACT to \$142 in the NT. Calculating costs for open and secure custody separately, the ACT reported the highest unit cost for open prisons (which includes periodic detention cost in NSW and the ACT) (\$154) and WA reported the lowest (\$108). The ACT reported the highest unit costs for prisoners in secure custody (\$335) and Queensland reported the lowest (\$148) (table 7A.6). Recurrent costs per prisoner for the ACT are affected by the fact that nearly all costs relating to ACT prisoners held in NSW prisons are recurrent costs. The NT cannot apportion its costs to open and secure custody.

Nationally, the real recurrent cost per prisoner per day has increased from \$146 in 1999-2000 to \$159 in 2002-03 (figure 7.15).

Figure 7.15 Real recurrent cost per prisoner per day (2002-03 dollars)^{a, b}



^a Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax. ^b Data for previous years were adjusted to 2002-03 dollars using the GDP price deflator (table A.26).

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

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 eight per cent to the value of government assets. The costs of capital for land and other assets are shown separately, to allow users to consider any differences in land values across jurisdictions when assessing the results.

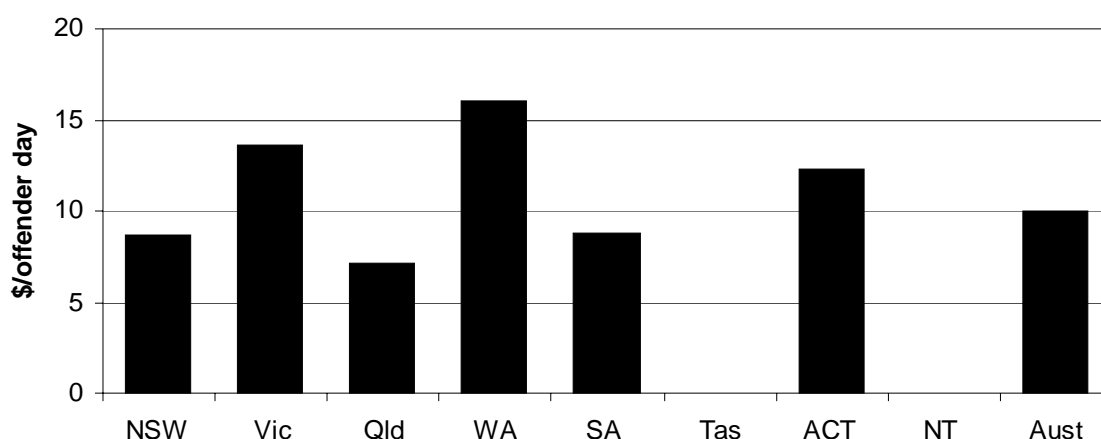
The Steering Committee accepts that asset valuation data are imperfect. It also recognises that the treatment of costs does not necessarily fully recognise the cost of public capital used by departments to deliver services (that is, capital has generally been considered 'free'). This treatment can lead to significant underestimation of costs for those services for which government capital is a major input.

For 2002-03, capital cost per prisoner per day (for open and secure prisons combined) ranged from \$54 in NSW to \$12 in the ACT (table 7A.6). ACT capital costs relate to only the remand and periodic detention centres in the ACT.

Inputs per output unit — cost per offender (community corrections)

A measure of the efficiency of resource management is the total cost divided by the number of offender days (unit costs). This indicator is affected by size and dispersion factors, particularly in jurisdictions where offenders reside in remote communities. It 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. The total cost per offender per day in community corrections in 2002-03 ranged from \$16 in WA to \$7 in Queensland (figure 7.16).

Figure 7.16 Total cost per offender per day, 2002-03^a



^a Total cost per offender 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.

The average recurrent cost per offender per day in 2002-03 ranged from \$16 in WA to \$7 in Queensland (table 7A.9). The capital costs relevant to community corrections are the user cost of capital and depreciation for government owned community corrections assets. In Victoria, Tasmania, the NT and the ACT, the user cost of capital for land does not apply because these jurisdictions do not own the land used to operate community corrections programs. In 2002-03, capital cost per offender per day ranged from \$0.65 in Victoria to \$0.05 in the ACT (table 7A.9). Tasmania and the NT did not report on capital costs per offender for 2002-03.

Inputs per output unit — cost per movement

This indicator relates to the cost of transporting and escorting prisoners under the supervision of corrective services and is still under development. Progress has been made in defining the indicator and developing counting rules, and the indicator is being trialed for inclusion in future reports.

Inputs per output unit — cost per report

This indicator relates to the cost of reports prepared by corrective services providing advice to sentencing and releasing authorities and is still under development. Progress has been made in defining the indicator and developing counting rules, and the indicator is being trialed for inclusion in future reports.

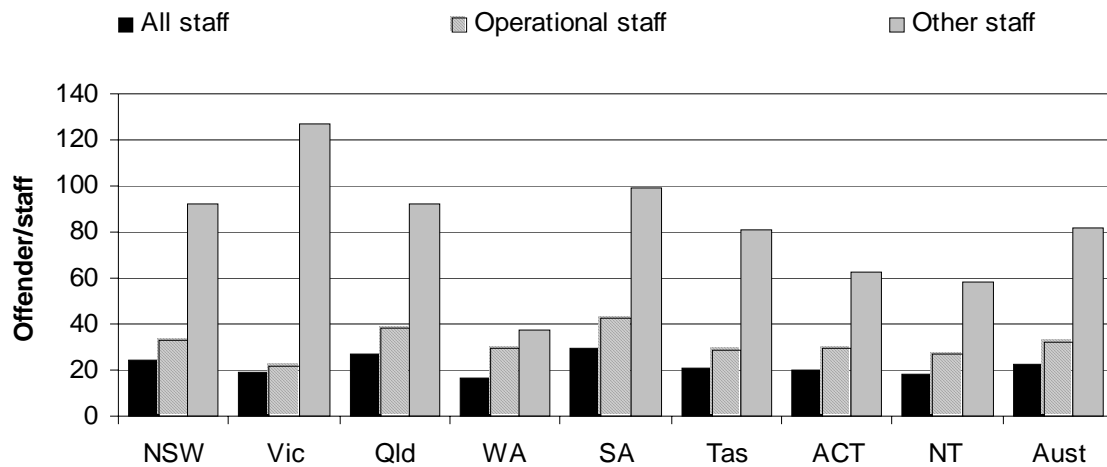
Inputs per output unit — offender registrations-to-staff ratio

This indicator is the ratio of new offenders entering community corrections during the year to staff numbers. It represents a measure of ‘flow’ (that is, a count of individuals *across* a period of time) as opposed to ‘stock’ (that is, a count of individuals *at* a specific point in time). This indicator is still under development. Progress has been made in defining the indicator and developing counting rules, and the indicator is being trialed for inclusion in future reports.

Inputs per output unit — offender-to-staff ratio

This indicator compares the daily average number of offenders with staff numbers. Offender-to-staff ratios for community corrections ranged from 29.7 offenders per staff member in SA to 16.5 in WA in 2002-03. SA also reported the highest ratio of offenders to ‘operational staff’ (42.5) while Victoria reported the lowest (22.0). The ratio of offenders to ‘other staff’ ranged from 126.6 in Victoria to 37.1 in WA (figure 7.17).

Figure 7.17 Community corrections offender-to-staff ratios, 2002-03



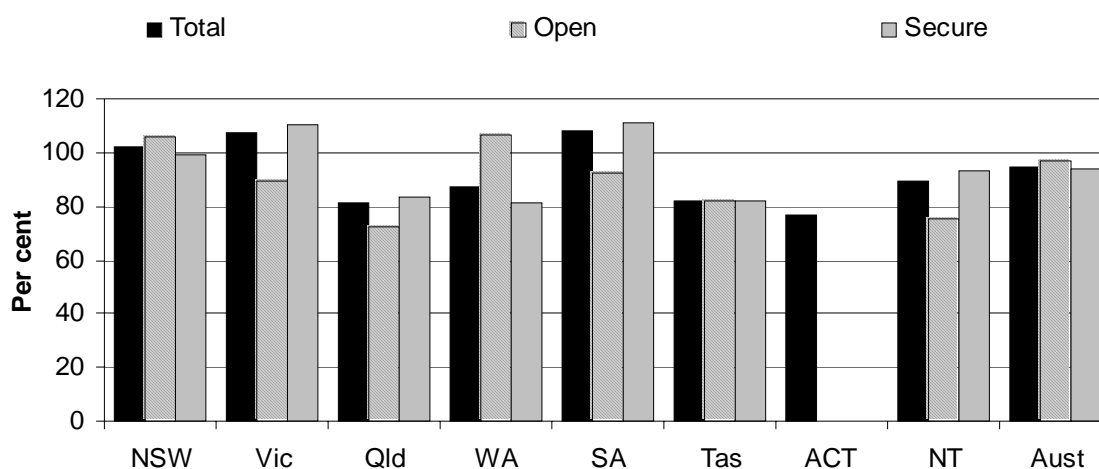
Source: State and Territory governments (unpublished); table 7A.21.

Inputs per output unit — prison utilisation

A prison system's utilisation rate is considered to be an indicator of the efficiency with which private and publicly owned assets are employed. The optimum rate of prison utilisation lies in the range of 85 to 95 per cent because facilities need to provide accommodation for the transfer of prisoners, provide special purpose accommodation such as hospital and protection units, provide separate facilities for males and females, cater for different security levels, and deal with short term fluctuations in prisoner numbers.

Prison utilisation for all prisons (open plus secure) in 2002-03 ranged from 108.2 per cent in SA to 76.4 per cent in the ACT. In NSW, Victoria and SA it exceeded 100 per cent of nominal design capacity. (Rates exceed 100 per cent of design capacity when more prisoners are housed in a facility than allowed for in its design.) WA reported the highest open prison utilisation rate at 106.5 per cent and Queensland the lowest (72.4 per cent). South Australia had the highest secure custody utilisation rate (110.8 per cent) and WA had the lowest (81.0 per cent) in 2002-03 (figure 7.18).

Figure 7.18 Prison capacity utilisation rates, 2002-03^a



^a ACT data are based on prisoners held in ACT remand facilities.

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

Outcomes

No outcome indicators for Corrective services are included in this Report, however, broader justice-wide outcomes (such as recidivism) are reported in the Justice preface.

7.5 Future directions in performance reporting

Through NCAG, jurisdictions will begin to develop outcome indicators, consider ways in which the new general framework adopted by the Steering Committee can be used as a guide to improving the existing framework, and examine ways of incorporating new data into the chapter. Jurisdictions will also continue to refine definitions and counting rules to maximise data comparability across States and Territories. Continuing to improve the comparability and completeness of cost data is a priority area.

A number of indicators are being trialed for inclusion in future reports. They relate to:

- the number of reports recorded — reports prepared by corrective services providing pre- or post-sentencing advice to sentencing or releasing authorities
- cost per movement — the cost of transporting and escorting prisoners under the supervision of corrective services

-
- cost per report
 - 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 and offence related programs.

7.6 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).

New South Wales Government comments

“

NSW is responsible for managing the largest correctional system in Australia. The NSW inmate population has continued to increase at a rate of approximately 3 per cent a year over the last 4 years, following on from an increase of 8 per cent in 1998-99 and an increase of 6 per cent in 1999-00. In 2002-03 the daily average prisoner population was 7983. In 2002-03 the daily average periodic detention population was 870.

In terms of performance in 2002-03, NSW has shown a number of significant improvements; notably a continuing downward trend in assault rates, a historically low escape rate and an improvement in 'out of cell' hours. Despite the pressure of increasing demands across the whole department, community-based outcomes have improved compared to previous years with levels of prison utilisation remaining above the national average.

To meet the increasing demand for custodial services, the NSW Government continues the planning and development of new correctional facilities including one at Wellington, in the mid-west of NSW. In 2002, a second pre-release transitional centre was opened. This centre, Bolwarra House, specialises in programs for women prisoners with identified drug and alcohol problems. A correctional centre located at Kempsey and the Dillwynia Correctional Centre for women located in outer metropolitan Sydney are scheduled to be opened in 2004. Along with these new facilities, NSW is proceeding with the expansion of a number of existing correctional facilities to accommodate the increasing inmate population.

In 2002-3 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 2002-03 the daily average number of people serving community based orders was 17 276.

In 2002-03 the 'Throughcare strategy' was further developed. This strategy focuses on the integrated management of offenders throughout the correctional system, including identification and assessment of their needs and risk of re-offending upon entry, participation in offence related programs and support for successful re-integration into the community. Progress was also made in the deployment of a standard risk/needs assessment tool, the development of a computer-based offender case management system and improved transitional support for offenders upon release. The development of a formal process of accreditation of offender programs provided in custody and in the community was also progressed. These developments will lead to improvements in the way NSW manages, measures and reports on risk management and interventions aimed at reducing offending behaviour and improving public safety.

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Victorian Government comments

“ In 2002-03, Corrections in Victoria continued to implement programs funded under the Corrections Long Term Management Strategy. Although Victoria’s imprisonment rate is well below the national average, prisoner numbers have continued to grow significantly over the past decade, and the Strategy was developed to reduce this increased demand for adult prison beds and to address offending behaviour to enhance community safety.

The Corrections Long Term Management Strategy comprises an extensive prison infrastructure program, delivery of diversion programs, rehabilitation programs to reduce the risk of re-offending and pre and post-release transitional programs to assist prisoners re-integrate into the community.

The main achievements during 2002-03 were:

- Continued project management of the prison infrastructure program with the delivery of 297 permanent and 100 temporary beds throughout the prison system and site selections for three new prisons finalised;
 - The Pilot Bail Advocacy and Support Service Program expanded to three courts and assisted over 540 defendants in accessing support services;
 - In June 2003, Home Detention legislation was passed which comes into effect in January 2004, and will provide a front-end sentencing option as well as a pre-release option to assist the re-integration of prisoners into the community;
 - Recruitment of Victoria’s first Indigenous Community Corrections Officers to provide more culturally appropriate case management of Indigenous offenders;
 - Training in motivational interviewing, the use of assessment tools, and the delivery of the cognitive skills program were delivered to staff to support cultural change;
 - A major review of prisoner education and training was completed in collaboration with the Office of Training and Tertiary Education and recommendations of the review will be implemented in 2003-04;
 - Results of the first full year of the revised Victorian Prison Drug Strategy show improvement in prisoner participation and completion of intensive drug programs, reduction in the rate of prisoners detected using drugs in prison, and evidence of reduction in drug use for prisoners who participated in post-release support programs;
 - Over 900 prisoners and offenders registered with the Pilot Employment Program and over 500 prisoners received assessments for post-release housing assistance under the Pilot Housing Program.
- ”

Queensland Government comments

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Queensland's Department of Corrective Services managed a daily average prison population of 5067 during 2002-03 compared to 4982 in the prior reporting period. This is the second highest prisoner population of Australian jurisdictions. In March 2003, the Maryborough Correctional Centre was commissioned, representing the final major project of the capital works renewal and development program. This program positions the department for future growth in prisoner numbers as reflected by the prison design utilisation rate of 81.5 per cent. This capacity enabled the permanent closure of the obsolete Moreton B Correctional Centre.

Queensland continued to maintain a safe, secure and humane correctional system. Points of particular note include no deaths of Indigenous prisoners from unnatural causes and no escapes from a secure custody prison. The balanced approach to the public/private operations of correctional facilities also continued. Following a comprehensive tender process, the operating contract for the Arthur Gorrie Correctional Centre (the State's primary remand centre) was awarded to Australasian Correctional Management, effective from 1 January 2003.

The daily average number of persons on community corrections orders in Queensland was 11 978 – a decline of 11 per cent compared to last year. The reduction is primarily due to the impact of the State Penalties Enforcement Register (SPER). SPER was introduced in November 2000 with the intent to ensure that fines are satisfied through various payment options thereby reducing the number of offenders subject to reparation orders and the number of fine defaulters in the custodial system.

A statewide expansion of drug testing of offenders on court ordered and post release community based orders enhanced community safety by detecting illicit drug usage quickly and allowing community correction's staff to take immediate action. A drug court trial commenced in June 2000 in South-East Queensland and has achieved strong community support as an approach to stemming property crime associated with offenders supporting their drug addiction and as a means to help offenders overcome addiction and reclaim their lives. It is administered by staff from multiple agencies including corrective services. Research to date by the Australian Institute of Criminology reported that the trial had a significant impact on reducing recidivism among convicted drug users. In November 2002, the drug court trial was expanded to North Queensland.

The development of the new "end-to-end" approach to business continued during 2002-03. The approach is referred to as the Integrated Offender Management Strategy. It aims for a greater focus on offender centred management through the removal of traditional boundaries which inhibit seamless case management process. Work undertaken included a significant revision of offender management procedures and the redevelopment of the Offender Risk Needs Inventory which improves the identification of criminogenic risks and needs.

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Western Australian Government comments

“ Western Australia has continued to review the way the data for the national indicators is collected. During 2002-03 this review shifted from the prisons' indicators to the community corrections' indicators. Further review and enhancement is anticipated in 2003-04 as Western Australia implements a new community based corrections' information system. The implementation of this system will enhance data quality.

During 2002-03 Western Australia continued to focus on strategies to:

- reduce the rate and cost of imprisonment;
- assist prisoners successfully re-integrate into the community;
- reduce the risk of re-offending;
- improve the credibility of community based options;
- increase the involvement of victims; and
- meet the needs of low security women prisoners.

Western Australia has seen an overall decrease in the rate of imprisonment, however particular groups; those on remand, female prisoners and indigenous prisoners have increased. The department is currently conducting further analyses to examine the reasons behind these increases in order to more effectively target reducing imprisonment strategies.

The re-entry co-ordination services' service delivery model was developed during 2002-03. These services will be provided by not for profit non-Government agencies to prisoners and their families both pre and post release. The focus of the services is to provide information, support and linkage into appropriate community resources to reduce the risk of re-offending.

The Community Justice Services workforce increased during 2002-03 as part of the Reform of Adult Justice agenda. The newly created positions will provide additional professional supervision for case management to enable a more comprehensive, quality service to be provided to high risk offenders.

A further objective of the Reform of Adult Justice was increased involvement of victims in the justice process. Western Australia operates a pre-sentence reparative mediation program. During 2002-03 this program was refined in order to develop a higher profile of the program in the courts and more immediate assessment of the suitability of the offender for mediation. This program also aims to divert offenders from further involvement in the criminal justice system.

Western Australia continued implementing the re-development of the low security prison for women in 2002-03. The low security women's prison will create a normalised residential environment with new management procedures aimed at enhancing the prisoner's development of important life skills and reducing the risk of re-offending.”

South Australian Government comments

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During the financial year 2002-03 the South Australian Department for Correctional Services commissioned a new data warehouse. Implementation of the warehouse has necessitated the development of new computer codes. The checking of codes and data implementation processes will continue during 2003-04.

The high prison utilisation capacity in SA is problematic. The Department for Correctional Services is currently in the process of developing a business case for the building of a new 120 bed women's prison. Consideration will shortly be given to the extension of prison facilities for men. Further objectives are to continue to implement advanced prison security training and reporting mechanisms, to improve the prison health services, and to complete a framework for prisoner re-socialisation and pre-release skills.

South Australia continues to have a low percentage of eligible prisoners participating in education. SA only counts educational courses that are nationally accredited and contribute to the award of a recognised qualification. The SA Department for Correctional Services does not allow prisoners to be enrolled in an educational program unless they will conceivably be under Departmental care long enough to complete several course modules within the qualification framework. The remandee population in SA has a significant impact on educational throughput as these persons are not detained long enough to allow for educational outcomes to be recorded.

As at 30 June 2003 there were 7227 Community Correction Orders current in South Australia. A similar number to that of the previous year. The Department continues its efforts to improve the delivery of community based offender management services in the Anangu-Pitjantjatjara lands and to enhance the quality of its community service programs through the expansion of opportunities for offenders to learn skills with employment potential.

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Tasmanian Government comments

“ The Tasmanian prison population (remand and sentenced) has continued to increase, resulting in further pressure being placed on facilities and staff. The daily average inmate population (systemwide) in 2002-03 was more than 14 per cent higher than the previous financial year – the increase in daily average numbers of female inmates was 48 per cent over the same period. Such significant increases have not previously been experienced.

In recent years the Government has commenced the Prisons Infrastructure Redevelopment Program. The first phase of the redevelopment will see a Secure Mental Health Unit built on the Risdon site, followed by the replacement of other buildings at Risdon. We look forward to developing a system in which we can not only offer inmates better opportunities for rehabilitation and development within a safe, secure setting, but also one in which we can offer our staff a modern and more comfortable working environment, as well as new opportunities for training, development and career progression, with an operating model that lends itself more readily to team-based work. The redevelopment program will be complemented by a comprehensive Organisational Development program.

There is a strong desire to reduce the prisoner population by providing viable alternatives, including enhanced community-based sentencing options. Options such as increasing the use of a range of community-based sentences, and alternatives for fine defaulters, are being explored in an effort to reduce steadily increasing prisoner numbers. A working group, involving staff from the Prison Service, the courts, Justice head office, Community Corrections and the Police, is currently trying to predict the likely impact of court waiting lists, police activity and sentencing trends on future prison populations. Although such impacts are incredibly difficult to predict, it is hoped that the results from the working group will at least give us an idea of what is ahead, which will enable a proactive approach to be taken. The need to incorporate additional accommodation into existing facilities continues to increase, and will be further affected by the decommissioning of the medium security prison at Risdon in early 2004 (to allow redevelopment work to commence onsite).

In relation to the interpretation of Tasmanian data presented in the Corrective Services chapter of this report, it is vital to take care when comparing indicators across jurisdictions, given the size of our jurisdiction and offender/inmate populations. As stated at several points in this report, very small changes in absolute numbers can result in significant changes in rates or percentages in smaller jurisdictions, and it can be misleading to make broad comparisons with other jurisdictions.”

Australian Capital Territory Government comments

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The ACT has continued to focus on the development of rehabilitation programs for offenders and remand prisoners. In 2002-03 Corrective Services introduced a *Violence Prevention Program* aimed at medium to high-risk violent offenders. Further progress was also made in the ongoing development of the *Sex Offender Program*. As part of this process the ACT has convened a *Program Advisory Group*, comprised of national experts in the treatment of sexual offenders.

The greater emphasis on offence related programs has resulted in an increased recurrent cost per offender day compared with the previous year. The increased cost reflects the greater investment of resources being made by the ACT to rehabilitate offenders, rather than decreased efficiency.

The Symonston Temporary Remand Centre was opened in November 2002 to alleviate overcrowding at the Belconnen Remand Centre. The new centre has an operational capacity of 30 remandees. This additional capacity has resulted in an improved figure for out-of-cell hours in terms of secure custody.

High ACT prisoner per day costs are attributed to poor economies of scale and the fact that a relatively small number of detainees are split between two facilities. The ACT has no control over prisoner per day costs of prisoners accommodated in NSW correctional facilities under a contractual agreement. The Government recently approved the establishment of a correctional facility incorporating a new remand centre (to replace the current facilities) and a facility for sentenced prisoners including a transitional release centre. It is expected that the new facility, which would end the current arrangement with NSW for sentenced prisoners, will be operational in 2007.

The ACT rate for Indigenous community correction offenders of 4742.4 per 100 000 appears high by comparison with other jurisdictions. Further, comparisons need to be interpreted with caution, as small number effects can introduce statistical variation that does not accurately represent differences between jurisdictions. The average daily number of Indigenous offenders managed by Community Corrections was 104, ten fewer offenders than the previous year.

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Northern Territory Government comments

“ Correctional Services in the Northern Territory is influenced by: high levels of geographic separation and isolation, limited access to support services in regional areas, the strong Indigenous presence including a significant traditional homelands community and the distance between the two major administrative regions.

Prisoners and Community Corrections clients are managed in two correctional centres located in Darwin and Alice Springs and through ten Community Corrections offices located in metropolitan and regional areas across the Territory.

Each correctional centre has a bed capacity of 400, with a realistic capacity of approximately 375. In 2002-03 the average occupancy was 89 per cent, which falls within the preferred range of design capacity. At the Darwin Correctional Centre, the daily average number of prisoners was 369 and at Alice Springs Correctional Centre, the daily average was 346. This represented an overall 6.5 percent increase on the previous year.

During 2002-03 the NT Government focused on *Safer Territory Communities* through reducing crime and recidivism, focusing on improving community safety and increasing and improving access to justice for all Territorians. A Department of Justice major project team was formed to focus on re-integration, diversion and community law and justice strategies for prisoners and 'at risk' offenders. The team, with significant input from Corrections, was established to begin developing and implementing strategies to divert and relocate suitable offenders away from the formal prison system to community based 'alternative measures' where appropriate risk management systems are available.

Significant achievements were made during the year with the introduction of a criminogenic instrument, in support of identifying offender risk and assisting the sentence planning process. Combined with the planned Integrated Offender Management initiative for 2003-04, this instrument will assist with improving the offender management process.

Other highlights include the completion of a new staff training centre at Alice Springs Correctional Centre and a prisoner recreational compound at Darwin Correctional Centre.”

7.7 Definitions

Table 7.1 Terms

| <i>Term</i> | <i>Definition</i> |
|-------------------------------------|---|
| 24-hour court cell | 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). |
| Community corrections | 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. |
| 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. |
| Home detention | 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. |
| Inactive order and/or "in suspense" | Those awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order. |
| Indigenous | 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. |
| Offender | An adult person with a current community-based corrections order (including bail supervision by corrective services). |
| Open custody | 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. |
| Periodic detainee | A person subject to a periodic detention order. |
| Periodic detention | 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. |
| Prison | A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities. |
| Prisoner | A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency. |
| Private prison | A government or privately owned prison (see <i>prison</i>) managed under contract by a private sector organisation. |
| Reparation (i) | A sub-category 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. |
| Reparation (ii) | 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. |

(Continued on next page)

Table 7.1 (Continued)

| <i>Indicator</i> | <i>Definition</i> |
|--------------------------|--|
| Restricted movement | 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. |
| Secure custody | A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier. |
| Supervision (compliance) | A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation (i)). |
| Work order | A community service order or bond that imposes work upon an offender. (Note: in some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work). |

Source: NCAG (2003).

Table 7.2 Descriptors^a

| <i>Descriptor</i> | <i>Definition</i> |
|---|--|
| Community corrections rate | 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. |
| Daily average prisoner/periodic detention/offender population | The average number of prisoners, periodic detainees and/or offenders during the counting period. |
| Imprisonment rate | 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. |
| Number of correctional facilities | 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 (defined in table 7.2). |
| Periodic detention rate | 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. |
| Recurrent expenditure | 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. |
| Total cost of service | 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. |

a In some instances there is a variation with the NCAG data manual classification of 'descriptors' and 'indicators'.

Source: NCAG (2003).

Table 7.3 Indicators^a

| <i>Indicator</i> | <i>Definition</i> |
|--|--|
| Assault | 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 (a) a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or (b) there is evidence that an assault took place because at least one of the following circumstances apply: 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 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. The rate is expressed per 100 prisoner years, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. |
| Serious assault | An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including: (i) 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); (ii) harm requiring extended periods of ongoing medical treatment; or (iii) all acts of sexual assault. The same requirements of (a) and (b) (above) for assault apply. |
| Average number of hours to be worked per offender | 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. |
| Average number of hours actually worked per offender | The number of actual hours worked per offender with a work order. |
| Capital cost per prisoner/offender | 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. |
| 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 providing advice to sentencing and releasing authorities. |
| 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: <ul style="list-style-type: none"> • those in centres where the policy is not to provide education programs or where education programs are not available (i.e., 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. |

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Table 7.3 (Continued)

| <i>Indicator</i> | <i>Definition</i> |
|--|---|
| Employment (prisoners and periodic detainees) | 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: <ul style="list-style-type: none"> • remandees who choose not to work • hospital patients or aged prisoners who are unable to work • prisoners whose protection status prohibits access to work • fine defaulters (who are only incarcerated for 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. |
| Escape/abscond rate (open/secure) | A person who escaped from corrective services' custody (including under contract). The rate is expressed per 100 prisoner years, calculated by dividing the number of escapes/absconds by the daily average open/secure prison population, multiplied by 100. |
| New offender registrations-to-staff ratio | 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). |
| Offence-related programs | A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need. |
| Offender-to-staff ratio | The level of staff supervision based on the number of staff employed and the average number of offenders. |
| Out-of-cell hours | The time during which prisoners are not confined to cells, averaged over all days of the year. |
| Number of reports recorded | The number of pre- and post-sentence reports prepared by corrective services providing advice to sentencing and releasing authorities. |
| Periodic detention utilisation rate | 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. |
| Personal development | The percentage of offenders taking personal development courses provided by, or on referral from, corrective services. |
| Prison design capacity utilisation rate | 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. |
| Ratio of number of hours ordered to actual hours worked per offender | 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. |

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Table 7.4 (Continued)

| <i>Indicator</i> | <i>Definition</i> |
|---|---|
| Recidivism: return to corrections | <p><i>Prisoners</i></p> <p>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></p> <p>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> |
| Recidivism: return to prison | 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. |
| Recidivism: return to community corrections | 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. |
| Recurrent cost per prisoner/offender | 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. |
| Unnatural death rate | <p>The death wherever occurring (including hospital) of a person:</p> <ul style="list-style-type: none"> • 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, <p>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 prisoner years, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.</p> |

^a In some instances there is a variation with the NCAG data manual classification of 'descriptors' and 'indicators'.

Source: NCAG (2003).

7.8 References

NCAG (National Corrections Advisory Group) 2003, Data Collection Manual 2002-03, Canberra, unpublished.

SCRCSSP (Steering Committee for the Review of Commonwealth/State Service Provision) 2003, *Report on Government Services 2003*, Canberra.

