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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 one 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**

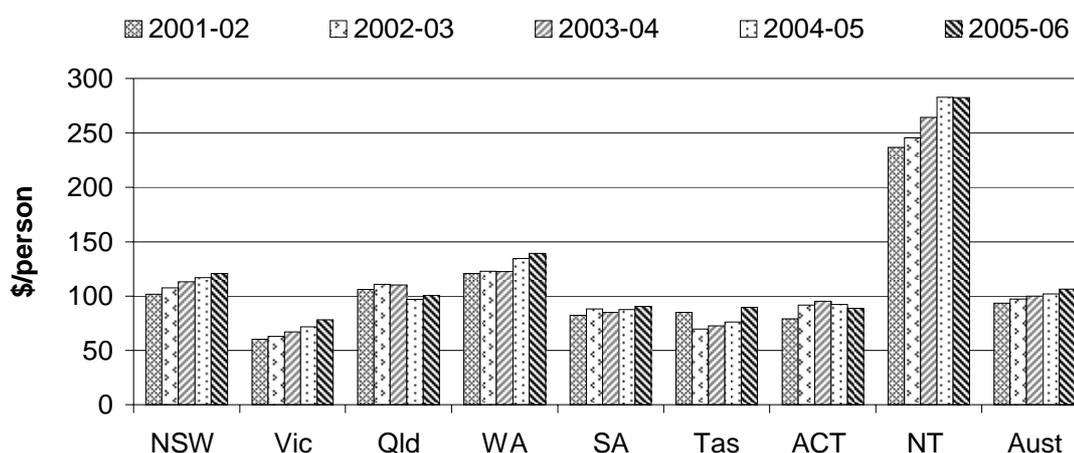
Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2005-06, 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 2005-06. 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 total net recurrent and capital expenditure on corrective services (net of revenue derived from own sources and excluding payroll tax and expenditure on transport/escort services<sup>2</sup>) totalled \$2.4 billion nationally in 2005-06. Expenditure on prisons accounted for 90.2 per cent of this total figure and expenditure on community corrections the remaining 9.8 per cent (table 7A.6).

National expenditure per person in the population increased in real terms over the last five years, from \$93 in 2001-02 to \$106 in 2005-06 (figure 7.1).

Figure 7.1 **Real expenditure on corrective services per head of population (2005-06 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 2005-06 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 7A.13).

## Size and scope of sector

### *Prison custody*

Corrective services operated 117 custodial facilities nationally as at 30 June 2006 (table 7A.2). These comprised 84 government-operated prisons and seven privately

<sup>2</sup> Transport and escort service expenditure for 2005-06 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 7A.6).

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operated prisons, three government operated community custodial facilities, nine periodic detention centres, and 14 24-hour court-cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 7A.2).

On average, 24 541 people per day (excluding periodic detainees) were held in Australian prisons during 2005-06 — an increase of 1.9 per cent over the average daily number reported in the previous year (table 7A.1). In addition, on average, 862 people per day were serving periodic detention orders in NSW and the ACT in 2005-06 — a decrease of 3.3 per cent from the 2004-05 average.

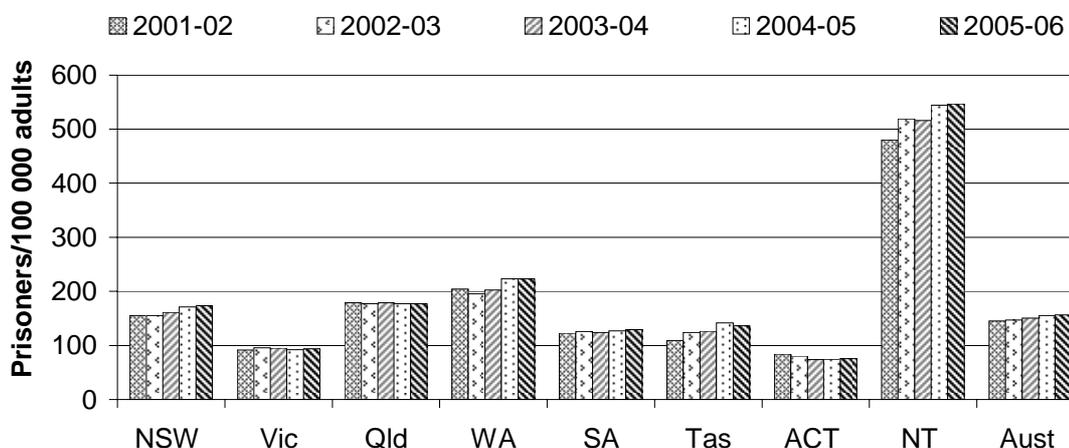
Excluding periodic detainees, 24.6 per cent of prisoners were held in open prisons (facilities for prisoners classified as low security) and 75.4 per cent were held in secure facilities in 2005-06. A daily average of 4 385 prisoners (17.9 per cent of the total Australian prisoner population, excluding 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 2005-06 comprised 22 864 males and 1677 females — 93.2 per cent and 6.8 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 5 815 — 23.7 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 refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national rate of imprisonment for all prisoners was 156.4 per 100 000 Australian adults in 2005-06, compared to 155.0 in 2004-05 (figure 7.2). On a gender basis, the national imprisonment rate was 295.8 per 100 000 adult males and 21.1 per 100 000 adult females in 2005-06 (table 7A.4).

Figure 7.2 **Imprisonment rates, total prisoners, five-year trends<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates 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> The 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, as at December of each year; table 7A.5.

The national imprisonment rate per 100 000 Indigenous adults in 2005-06 was 2 030.6 compared with a rate of 118.7 for non-Indigenous prisoners (figure 7.3).

Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively small 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.

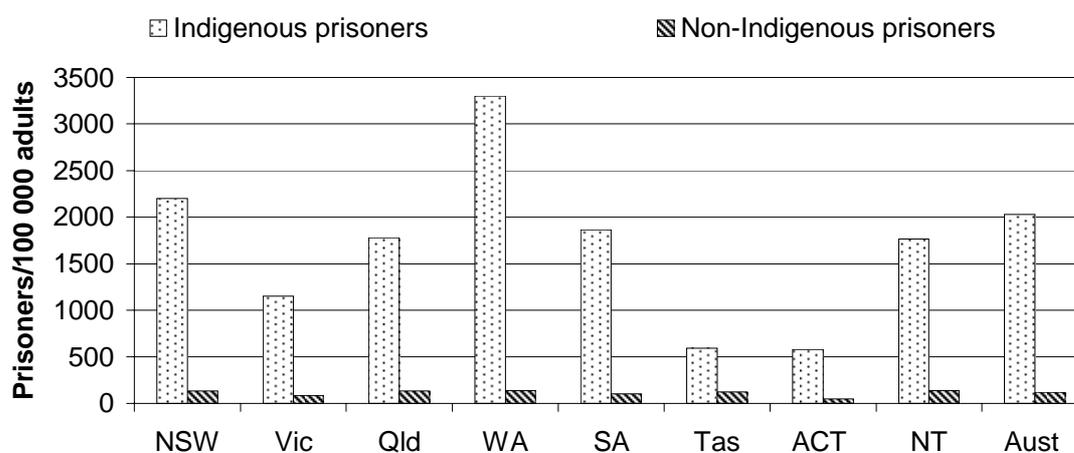
While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 74.5 per cent of all prisoners were non-Indigenous in 2005-06 (table 7A.1).

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, 2005-06<sup>a, b, c</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average prisoner 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> The 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 whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, December quarter, 2005 (preliminary); ABS (unpublished) Indigenous population projections (low series); 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.24) 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 offender's freedom of movement in the community (for example, home detention). No single objective or set of characteristics is common to all jurisdictions' community corrections services, other than that they generally provide a non-custodial sentencing

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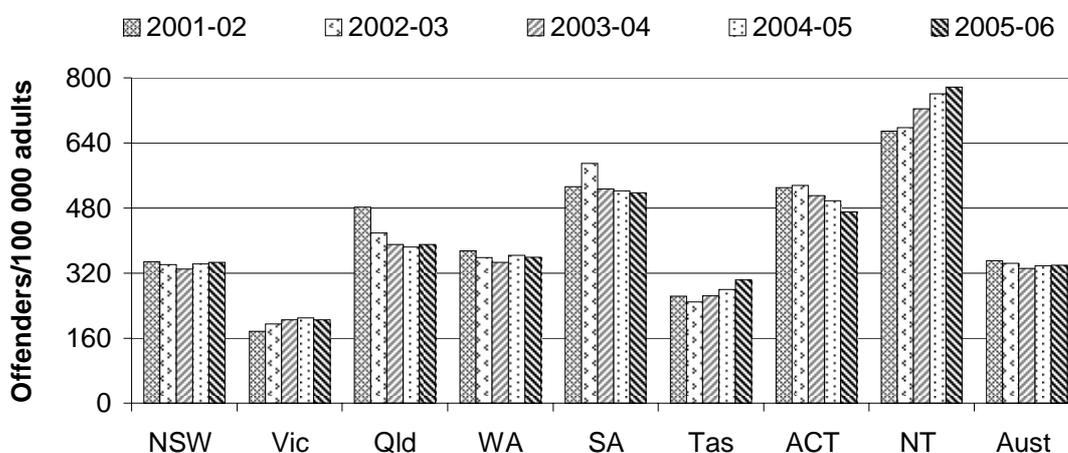
alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Tasmania and the ACT in 2005-06. Home detention was removed as a sentencing option as of June 2005 in the ACT, although the program continued to operate up to 23 September 2005 until all outstanding orders were completed. In most states and territories, fine default orders are administered by community corrections, as is bail supervision in some jurisdictions.

A daily average of 53 243 offenders were serving community corrections orders across Australia in 2005-06 — an increase of 1.4 per cent from the previous year's average (table 7A.3). This daily average comprised 43 538 males (81.8 per cent), 9 597 females (18.0 per cent) and 108 offenders whose gender was not reported. The daily average comprised 9 088 Indigenous offenders (17.1 per cent of the total community correction population), 42 017 non-Indigenous offenders (78.9 per cent) and 2 139 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 refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period). The national community corrections rate was 339.4 per 100 000 adults in 2005-06 compared to 337.9 in 2004-05 (figure 7.4).

Figure 7.4 Community corrections rates, total offenders, five-year trends<sup>a, b</sup>



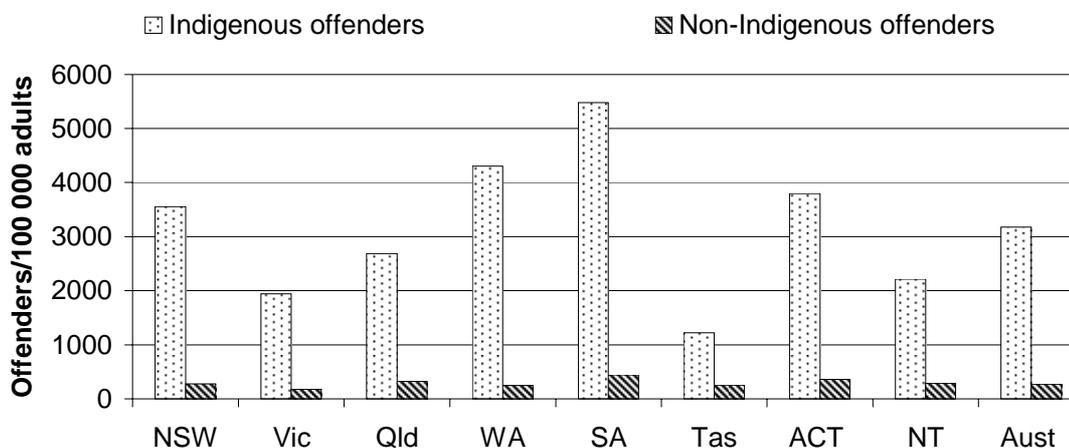
<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> As of 2000-01 rates include persons on inactive orders, though not all persons on inactive orders are included in all jurisdictions (tables 7A.30, 7A.36, 7A.74).

Source: State and Territory governments (unpublished); ABS (unpublished) Australian Demographic Statistics, as at December of each year; table 7A.5.

The national rate for female community correction offenders was 120.6 per 100 000 adult females, compared with 563.3 for adult males (table 7A.4). The national rate for Indigenous offenders in 2005-06 was 3173.3 per 100 000 Indigenous adults compared with 272.8 for non-Indigenous offenders (figure 7.5).

As with imprisonment rates, comparisons need to be interpreted with care, especially for those jurisdictions with relatively small 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. Further, community corrections rates presented in figure 7.5 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations).

Figure 7.5 **Indigenous and non-Indigenous community corrections rates, 2005-06<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, 2005 (preliminary); ABS (unpublished) Indigenous population projections (low series); table 7A.4.

## 7.2 Framework of performance indicators

Corrective services performance is reported against common objectives agreed by all jurisdictions (box 7.1). The performance indicator framework shows which data are comparable in the 2007 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 contribute 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 an 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.

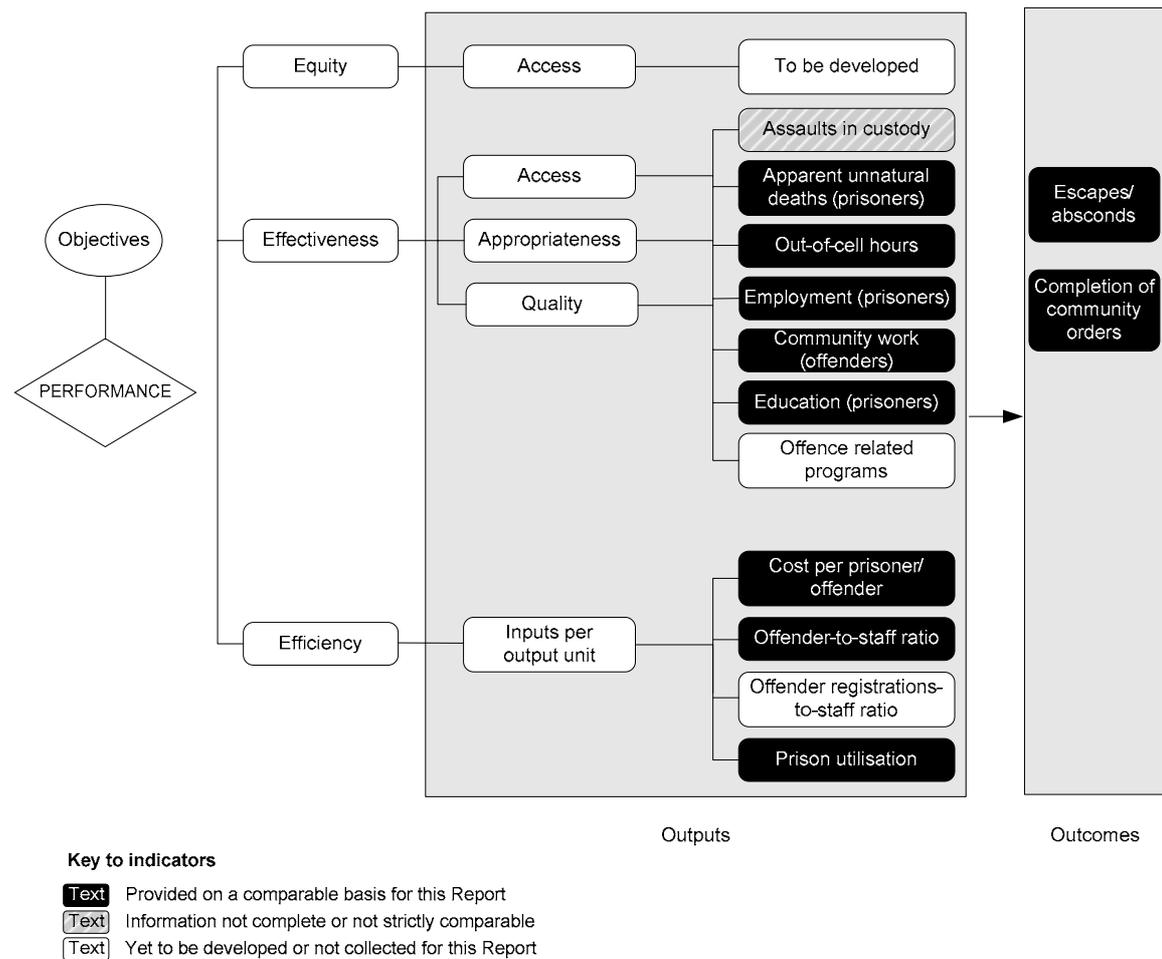
A review of the indicator framework was conducted during the year, resulting in the replacement of 'personal development (offenders)' in the framework. Most jurisdictions are unable to report on this indicator. 'Personal development (offenders)' had initially been introduced into the framework as a temporary measure pending the development of a more comprehensive indicator of 'offence related programs'. As of 2005-06, the indicator framework replaces 'personal development (offenders)' with 'offence related programs'.

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 specifies the performance indicators associated with the objectives identified in box 7.1. For periodic detainees, 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 the ACT centres, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

Figure 7.6 Performance indicators for corrective services



### 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 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.

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## 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 an output indicator of effectiveness (box 7.3).

**Box 7.3 Assaults in custody**

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

The rates of assault in custody are defined as the number of victims of violent physical attacks reported over the year, divided by the annual daily 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, as well as all sexual assaults. 'Assaults' refers 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.

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**Box 7.3 (Continued)**

Rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Data are provided in table 7A.14. Nationally in 2005-06, the rate of prisoner on prisoner assaults was 9.01 and the rate of prisoner on prisoner serious assaults was 0.56. Prisoner on officer rates were 0.74 for assaults and 0.06 for serious assaults.

*Apparent unnatural deaths (prisoners)*

The rate of apparent unnatural deaths is an output indicator of effectiveness (box 7.4).

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

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

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

Rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Figure 7.7 presents information on prisoner death rates in 2005-06 from apparent unnatural causes, for Indigenous and non-Indigenous prisoners. There were no deaths of Indigenous prisoners from apparent unnatural causes in any jurisdiction in 2005-06.

**Figure 7.7 Rate of prisoner deaths from apparent unnatural causes, 2005-06<sup>a, b</sup>**

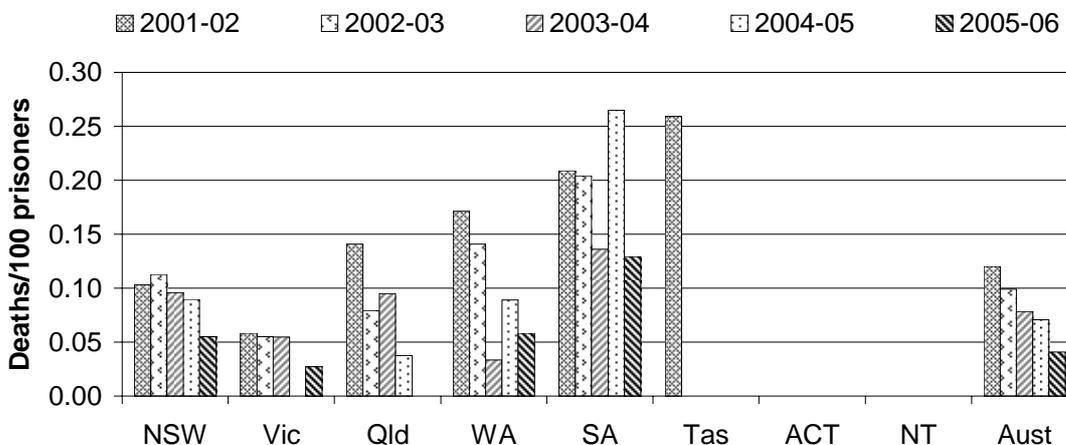


<sup>a</sup> Indigenous death rates from apparent unnatural causes were zero for all jurisdictions in 2005-06.  
<sup>b</sup> Queensland, Tasmania, the ACT and the NT also reported zero deaths from unnatural causes for non-Indigenous prisoners.

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

The national rate of deaths from apparent unnatural causes for all prisoners has declined consistently over the last five years from 0.12 in 2001-02 to 0.04 in 2005-06 (figure 7.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 7A.16).

**Figure 7.8 Rate of prisoner deaths from apparent unnatural causes, five-year trends**



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

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### *Out-of-cell hours*

‘Out-of-cell hours’ per day is an output indicator of effectiveness (box 7.5).

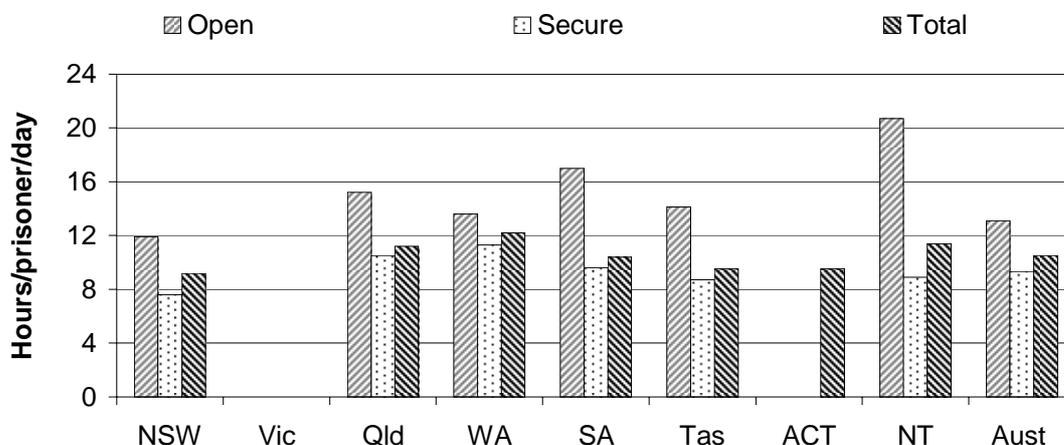
#### **Box 7.5 Out-of-cell hours**

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 following discharge from prison while at the same time enabling them to achieve an acceptable quality of life during their period in custody. The time spent out of their prison cells provides prisoners with the opportunity to participate in constructive activities which aim to maximise their prospects for successful re-integration as law-abiding citizens after leaving prison. These activities include work, education, well being, recreation and treatment programs, the opportunity to receive 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 that prisoners spend outside of their cells during the day. Prison systems 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 more likely to report relatively lower total out-of-cell hours.

Nationally in 2005-06, the average number of out-of-cell hours per prisoner per day was 10.5 (figure 7.9). This figure excludes Victoria, as this jurisdiction was unable to provide data for 2005-06. Average out-of-cell hours are higher for prisoners in open custody than those held in secure custody (13.1 compared to 9.3 hours per prisoner per day, respectively).

Figure 7.9 Average out-of-cell hours, by prisoner security level, 2005-06<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 2005-06.

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

### Employment (prisoners)

The prisoner employment rate is an output indicator of effectiveness (box 7.6).

#### Box 7.6 Employment (prisoners)

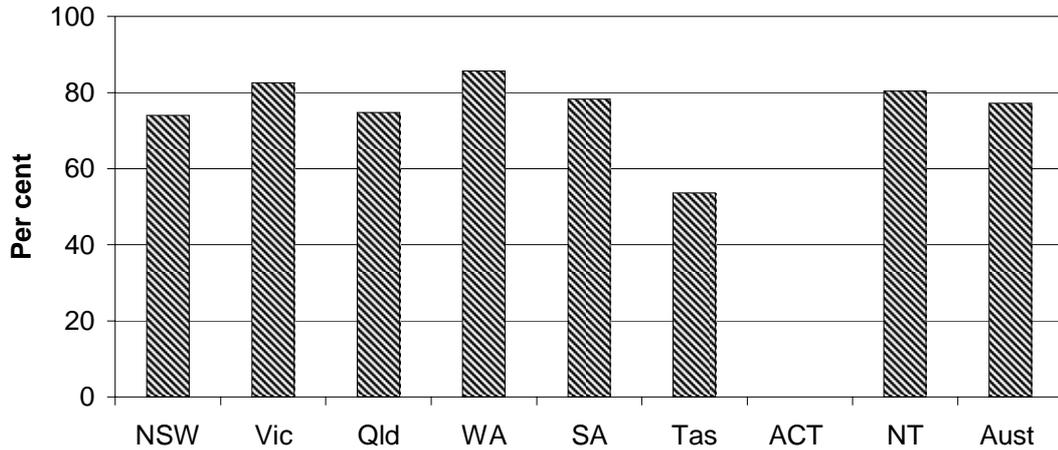
Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. Limited vocational skills and poor employment history have been identified as key contributors to increasing the likelihood of 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, relatively short period of imprisonment, or other reason). 'Prisoner employment' rates should be interpreted with caution because of factors outside the control of corrective services (such as local economic conditions) which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

Nationally in 2005-06, 77.2 per cent of the eligible prisoner population was employed (figure 7.10). Most prisoners were employed in service industries

(44.8 per cent) or in commercial industries (31.4 per cent), with only a small percentage (1.0 per cent) on work release in 2005-06 (table 7A.20).

Figure 7.10 Percentage of eligible prisoners employed, 2005-06<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.20.

### *Community work (offenders)*

Offender community work is an output indicator of effectiveness (box 7.7).

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

Meeting the objective of providing an effective community corrections environment includes delivering a program of appropriate community work projects to enable offenders to perform unpaid community work as part of the requirements of their community corrections orders. The ratio 'offender community work' indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Lower values indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders.

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**Box 7.7 (Continued)**

'Community work (offenders)' is the ratio between (i) the number of hours directed to be worked on new orders made during the year, plus the hours of community work remaining on orders made in the previous year that were still in force and (ii) the hours actually worked during the current year. The ratio does not represent a direct correlation between the hours ordered to be worked and the hours actually worked in relation to individual orders. Offenders are required to complete the community work requirements by the expiry of their orders. Therefore, hours worked in the current year may relate to hours required to be worked in the previous year, and similarly, hours ordered to be worked in the current year may not have to be completed until the following year.

The ratio may be affected by factors such as availability of suitable community work projects in some geographic areas or for some categories of offenders, the levels of compliance by offenders with the requirements of their orders and by variations in the number of orders with community work requirements made by the courts. This indicator does not measure other aspects of effectiveness such as the extent to which individual offenders complied with the community work requirements of their orders or the degree to which the work undertaken benefits the community.

Data on community work are provided in table 7A.20. NSW, Victoria and Tasmania did not report on the average hours ordered to be worked in 2005-06 and NSW and Tasmania did not report on the average hours of community work performed.

*Education (prisoners)*

The prisoner education rate is an output indicator of effectiveness (box 7.8).

**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.

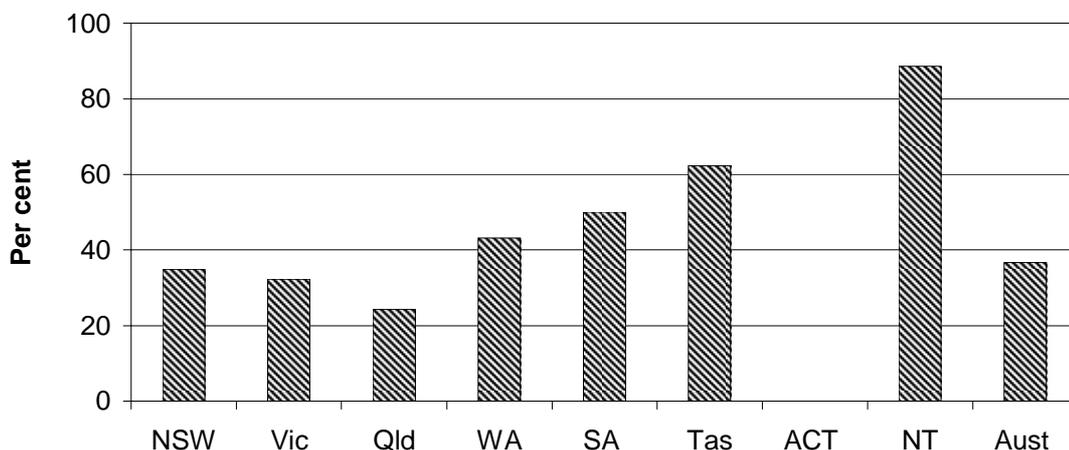
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**Box 7.8 (Continued)**

The prisoner 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, relatively short period of imprisonment, or other reason). 'Prisoner education' rates should be interpreted with caution as they measure only participation in accredited education programs, and do not assess participation relative to individual prisoner needs, or measure successful completion of educational programs. In addition, they exclude a range of offence related programs that are also provided in prisons, such as drug and alcohol programs, psychological counselling and personal development courses.

Nationally, 36.6 per cent of eligible prisoners participated in accredited education and training courses in 2005-06 (figure 7.11). Vocational Education and Training courses had the highest participation rate in 2005-06 (30.7 per cent). Nationally, 7.7 per cent of eligible prisoners took part in secondary school education, 3.2 per cent in Pre-certificate Level 1 courses, and 1.8 per cent in higher education (table 7A.21).

**Figure 7.11 Percentage of prisoners enrolled in education and training, 2005-06<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.21.

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### *Offence related programs*

The Steering Committee has identified ‘offence related programs’ as an output indicator of the effectiveness of corrective services (box 7.9). No data were available for the 2007 Report.

**Box 7.9      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 their prospects for successful reintegration as law-abiding citizens into the community.

This indicator has been identified for development and reporting in the future. Data, however, were not available for the 2007 Report.

### *Efficiency*

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

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

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

### *Cost per prisoner/offender*

‘Cost per prisoner/offender’ is an output indicator of efficiency (box 7.10).

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**Box 7.10 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 for prisoners and offenders, and for secure and open custody for prisoners.

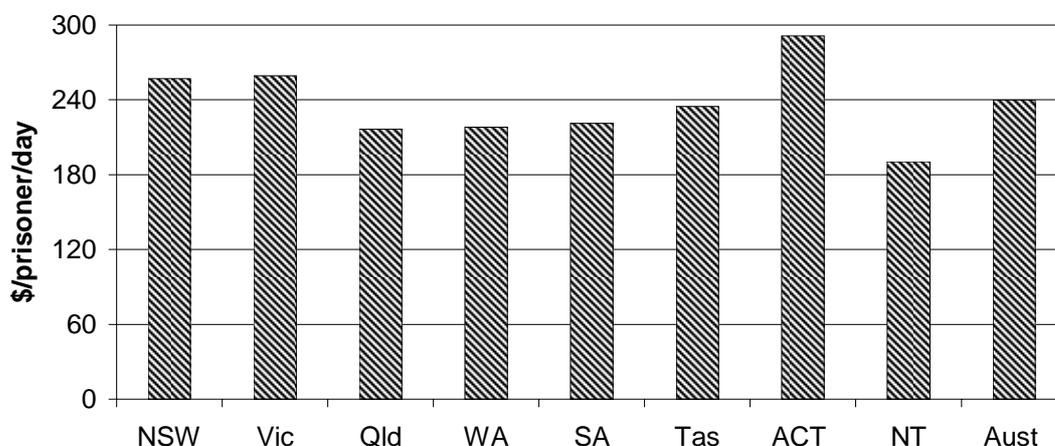
Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, may reflect less emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences in the profile of the prisoner and offender populations, geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

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.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

Nationally in 2005-06, the total net cost per prisoner per day, comprising recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was \$240 (figure 7.12).

Figure 7.12 Total net cost per prisoner per day, 2005-06<sup>a</sup>

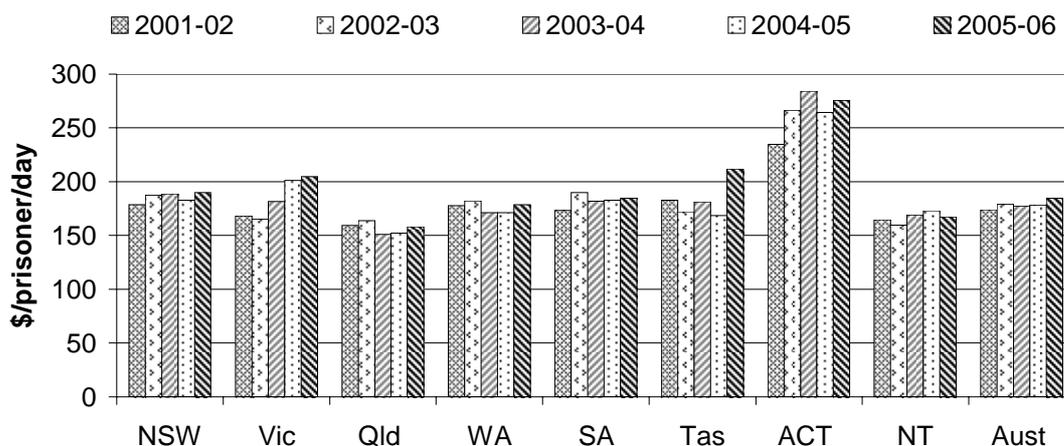


<sup>a</sup> Total net cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), 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.7.

The real recurrent net cost per prisoner per day rose from \$174 nationally in 2001-02 to \$184 in 2005-06 — an increase of 6.3 per cent (figure 7.13). These costs represent recurrent expenditure only, and exclude capital costs.

Figure 7.13 Real recurrent net cost per prisoner per day (2005-06 dollars)<sup>a, b</sup>

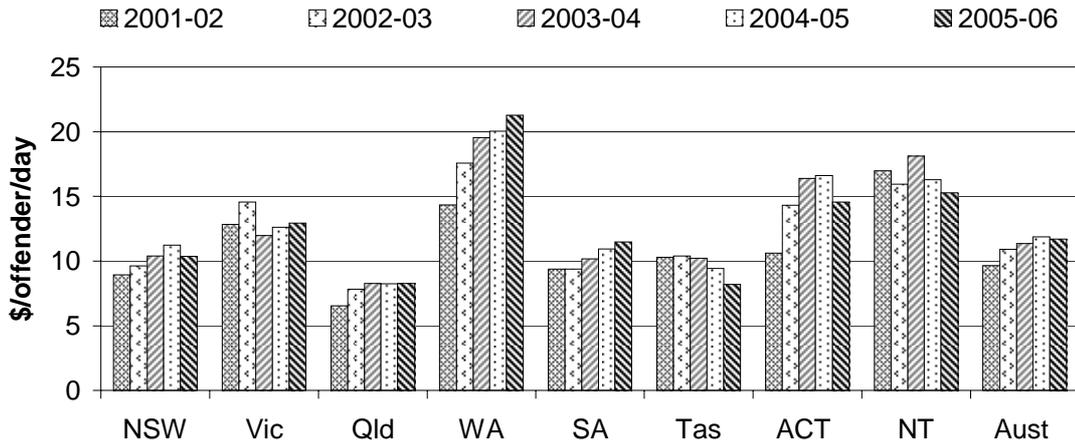


<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax. <sup>b</sup> Data for previous years were adjusted to 2005-06 dollars using the gross domestic product price deflator (table AA.26).

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

Nationally, the real recurrent net cost per offender per day was \$12 in 2005-06 — an increase of 21.9 per cent since 2001-02 (figure 7.14). These costs represent recurrent expenditure only, and exclude capital costs.

Figure 7.14 Real recurrent net cost per offender per day (2005-06 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 2005-06 dollars using the gross domestic product price deflator (table AA.26).

Source: State and Territory governments (unpublished); table 7A.11.

### Offender-to-staff ratio

‘Offender-to-staff ratio’ is an output indicator of efficiency (box 7.11).

#### Box 7.11 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 member employed, and is reported separately for operational staff (who are involved in the direct supervision of offenders) and other staff.

(Continued on next page)

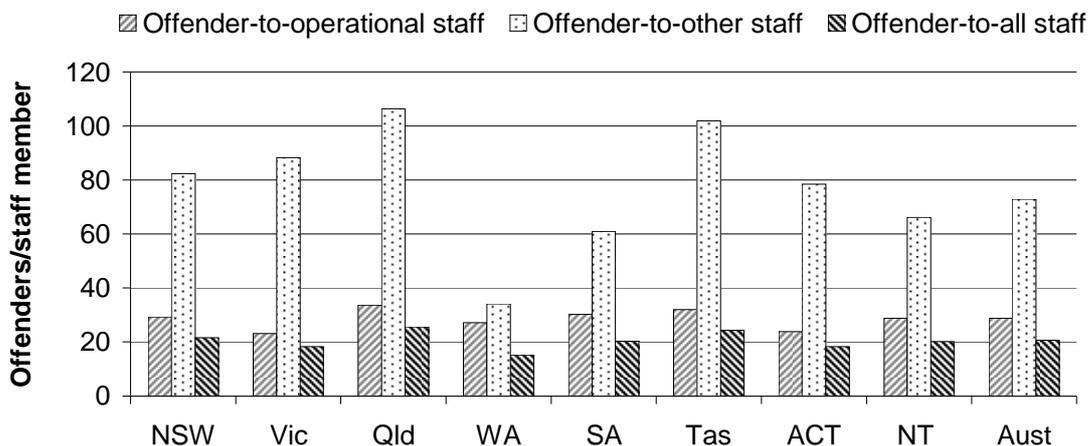
**Box 7.11 (Continued)**

This indicator assesses the number of staff relative to the daily average number of offenders, providing a 'snapshot' measure (a count of individuals at a specific point in time), rather than a 'flow' measure (a count of individuals across a period of time). Flow measures will be addressed by the offender registration-to-staff ratio indicator (box 7.12).

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, which are 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.

Nationally, on a daily average basis, there were 21 offenders for every one full-time community corrections staff member in 2005-06 (figure 7.15). The ratio was 29 offenders per full-time operational staff member and 73 offenders per other staff member (table 7A.22).

**Figure 7.15 Community corrections offender-to-staff ratios, 2005-06**



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

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### *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 7.12). No data were available for the 2007 Report.

#### **Box 7.12 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), as opposed to a 'snapshot' (a count of individuals at a specific point in time), which is addressed by the offender-to-staff indicator (box 7.11).

This indicator has been identified for development and reporting in the future. Data, however, was not available for the 2007 Report.

### *Prison utilisation*

'Prison utilisation' is an output indicator of efficiency (box 7.13).

#### **Box 7.13 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.

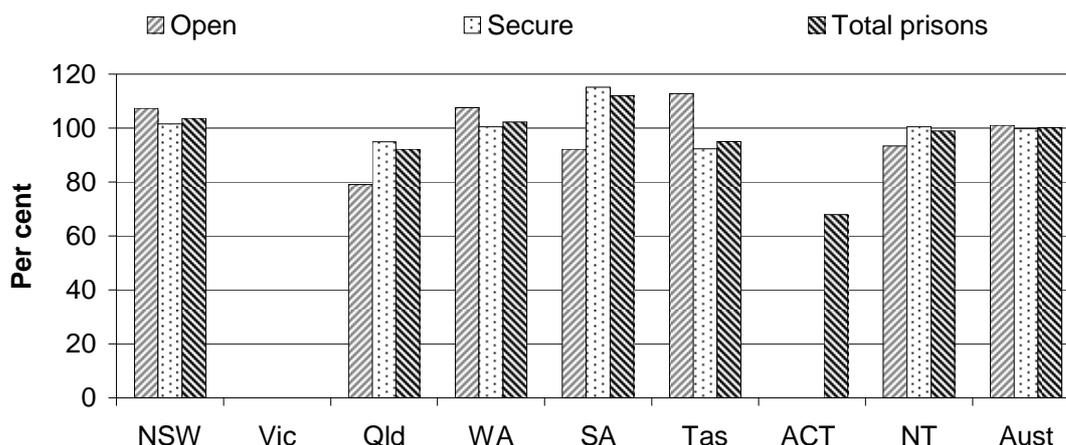
'Prison utilisation' is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, reported separately for open and secure custody.

It is generally accepted that the most preferred 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.

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 impact adversely on effectiveness indicators such as 'assaults'.

Nationally, the prison utilisation rate was 100 per cent of prison design capacity in 2005-06. The rate for open prisons was 101 per cent and the rate for secure facilities was 100 per cent (figure 7.16). These figures exclude Victoria as this jurisdiction did not report data for 2005-06.

Figure 7.16 **Prison design capacity utilisation rates, 2005-06<sup>a</sup>**



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

Source: State and Territory governments (unpublished); table 7A.23.

## Outcomes

### *Escapes/absconds*

The ‘escapes/absconds’ rate is an outcome indicator of corrective services contributions to governments’ priority of creating safer communities, by effectively managing prisoners in a safe, secure and humane custodial environment, commensurate with their needs and the risks they pose to the community (box 7.14).

### Box 7.14 Escapes/absconds

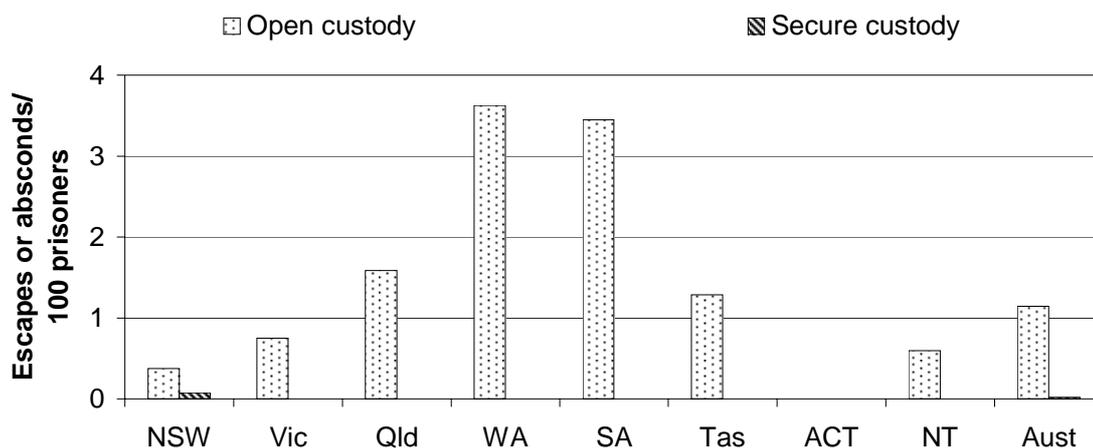
Meeting the objective of providing a safe, secure and humane custodial environment includes ensuring that all prisoners comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their being supervised in the community poses a risk to the safety 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 (to give a rate per 100 prisoners), and is reported separately for prisoners escaping from secure custody and from open custody.

Rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Figure 7.17 presents the rates for prisoner escapes/absconds in 2005-06. Nationally, the rate of escapes from open custody was 1.14 and the rate of escape from secure custody was much lower at 0.02.

Figure 7.17 Prisoner escapes/absconds rate, 2005-06<sup>a</sup>



<sup>a</sup> Secure perimeter escapes rates represent four incidents in NSW in 2005-06 and zero incidents reported for all other jurisdictions.

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

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

The percentage of community orders completed is an outcome indicator of corrective services contributions to governments' priority of creating safer communities, by effectively managing prisoners in a safe, secure and humane custodial environment, commensurate with their needs and the risks they pose to the community (box 7.15).

#### **Box 7.15 Community corrections — completion of community orders**

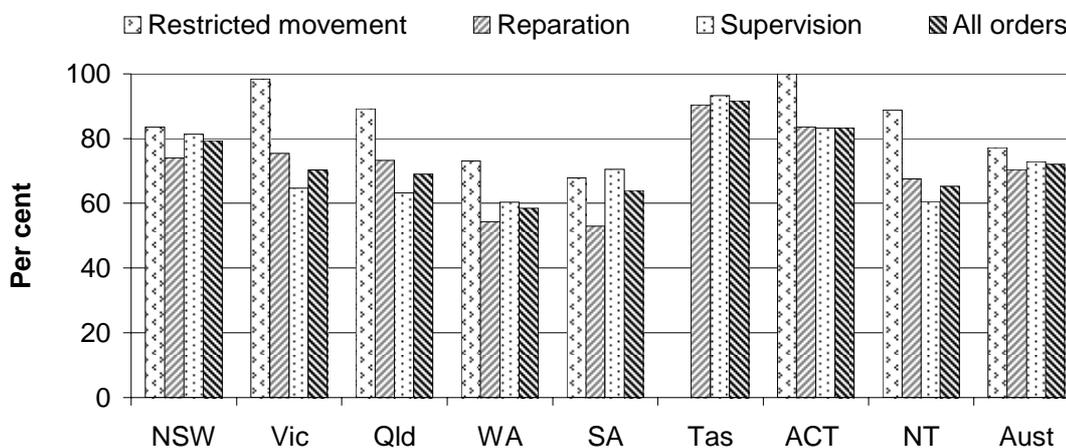
Meeting the objective of providing an effective community corrections environment includes ensuring that offenders comply at all times with the requirements of the court order that has imposed certain conditions on their lives. This may include restrictions on the offender's liberty (as with home detention), 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.

Completion rates should be interpreted with caution. 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 the effectiveness of 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.

In 2005-06, 72 per cent of community corrections orders were completed. National completion rates were relatively similar across type of order, with the highest rate for restricted movement orders (77 per cent), followed by supervision orders at 73 per cent and reparation orders at 70 per cent (figure 7.18).

Figure 7.18 **Completion of community corrections orders, by type of order, 2005-06<sup>a, b</sup>**



<sup>a</sup> Tasmania did not have restricted movement orders in 2005-06. <sup>b</sup> The ACT rates are based on only a small number of restricted movement orders that remained to be completed following the removal of home detention as a sentencing option in June 2005.

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

## 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 basis.

A review of the indicator framework conducted during the year has resulted in changes to the framework (described earlier) and in agreed priorities for future indicator development. In particular, there will be continuing priority given to identifying and resolving any outstanding comparability issues for key indicators such as assault rate, order completion, offender-to-staff ratio and cost indicators.

Work will continue on developing and trialling indicators for future Reports, specifically ‘offence related programs’ and ‘offender registrations-to-staff ratio’, and on investigating measures to report on issues of policy relevance to corrective services, such as assessing illicit substance abuse by prisoners.

In line with the 2006 Strategic Plan for Corrective Services, age standardisation of imprisonment rates, disaggregation of selected indicators by Indigenous status and

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remoteness areas, as well as the development of access indicators are also being examined for incorporation in future Reports.

## **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**

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NSW is responsible for managing the largest correctional system in Australia. The NSW inmate population has continued to steadily increase at a rate of approximately 4% a year since 2000-01. In 2005-06, the daily average prisoner population was 9 101, and the daily average periodic detention population was 802. 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 2005-06, the average number of people serving community-based orders was 18 047, an increase of 3% from last year.

In 2005-06, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner on prisoner assault rates. Since 2002-03 there have been no serious assaults on officers. Community Offender Services (COS) has maintained high levels of successful completions of community based orders in 2005-06, with a success rate of 79.5%, 7.5% above the national average.

To meet the increasing demand for custodial services, the NSW Government 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 the community-based offender population over the coming years and a new supervision model which is currently being tested for potential use with offenders serving a community-based order.

During 2005-06, NSW made a significant advancement in the implementation of the 'Throughcare E-Case' management model incorporating whole of sentence planning, integrated case management and risk assessment of re-offending. In 2005-06, NSW opened its Compulsory Drug Treatment Correctional Centre which targets drug affected offenders for participation in a custodial diversion program through the use of multi-staged intensive supervision regimes.

Accredited offence based programs such as 'Think First' and 'Sober Drivers' have been implemented throughout the State. Overall, these developments will lead to improvements in the way NSW measures and reports on risk management and intervention through focused programs, aimed at reducing the risk of offending behaviour.

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## Victorian Government comments

“ 2005-06 was the final year of implementation of the Victorian Government’s five year Corrections Long Term Management Strategy (CLTMS) 2001-2006. This Strategy aimed to enhance community safety, and comprised 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.

Key achievements during 2005-06 included:

- a continuing decline in prisoner recidivism rates. 2005-06 was the fourth consecutive year in which recidivism rates have fallen in Victoria, a result which is consistent with one of the overarching goals of the CLTMS of reducing re-offending
- completion of the major infrastructure program under CLTMS. The 600-bed Metropolitan Remand Centre and the 300-bed Marngoneet Correctional Centre programs prison both became operational during the year in review
- completion of in excess of 700,000 hours of unpaid community work by offenders under the supervision of Community Correctional Services, valued at approximately \$14 million
- commencement of the implementation of a \$25.5 million program over four years to support the Better Pathways: An Integrated Response to Women’s Offending and Re-offending Strategy, including major building upgrades at the State’s main women’s prison – the Dame Phyllis Frost Centre.

Victoria also has a number of emerging and ongoing challenges for the future, including:

- a continued focus on maintaining and improving community safety by providing better programs for prisoners in custody and more effective integrated support programs for prisoners prior to, and after, release, as well as responding to the particular needs of specific prisoner and offender sub-groups such as young adults, those with a mental or intellectual disability, the culturally and linguistically diverse, and Indigenous prisoners and offenders
  - putting in place significant security enhancements to ensure that high risk remand and sentenced prisoners can be securely accommodated at Victoria’s three maximum security male prisons. This particularly arises from anti-terrorism policing and major crimes initiatives
  - managing high risk sex offenders through an extended regime of community supervision, monitoring and treatment of serious child sex offenders following the end of their sentence
  - recruiting and retaining sufficient high quality staff to manage the increasingly complex system of Community Correctional Services as an effective and credible alternative to imprisonment for convicted offenders.
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## Queensland Government comments

“ Queensland continues to maintain a safe, secure and humane correctional system. Points of particular note within this report include no escapes from a secure custody prison, no prisoner deaths from apparent unnatural causes, and effective infrastructure planning as reflected in the prison capacity utilisation rates and continued cost efficiency.

These achievements were made during a period of continued growth in the prison population which increased to a daily average of 5 449 prisoners in 2005-06, an increase of 2.3% on the 2004-05 result of 5 329. The number of offenders under supervision within the community also increased during the year from a daily average of 11 550 in 2004-05 to 12 024 in 2005-06.

Developments during 2005-06 include:

- A review of the Corrective Services Act 2000 was completed following an extended period of community consultation and extensive research into contemporary correctional practices. The resulting Corrective Services Bill 2006 was introduced into the Legislative Assembly in March 2006 and subsequently passed in May
- The Sir David Longland Correctional Centre which was commissioned in 1988 was closed during the year to allow for a full refurbishment and modernisation of the centre
- A comprehensive revision of our key rehabilitation programs of cognitive skills, violence intervention, anger management, substance abuse and sexual offending was completed
- New evidence-based programs were procured to improve rehabilitation effectiveness and delivery efficiency, provide greater program flexibility in regional and remote areas and better meet the needs of the diverse offender population, including Indigenous offenders, women offenders, offenders from non-English speaking backgrounds and offenders with special needs. Enhancements have been made to existing and replacement programs to ensure they are appropriate to the needs of Queensland offenders
- A new Integrated Offender Management System was introduced in August 2005, thus providing a consistent and integrated approach to offender management across all areas of correctional service delivery
- Key benefits include the availability of more accurate and complete data to support the work of the agency and enhanced integration of information and decision making between custodial and community-based corrections.

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## Western Australian Government comments

“ Western Australia underwent a number of significant changes in 2005-06, resulting from the Mahoney Inquiry into the Management of Offenders in Custody and in the Community. The inquiry concluded in December 2005 with 148 specific recommendations made to the Government as the ‘blueprint’ for reform. One of the more significant recommendations was the creation of the Department of Corrective Services on February 1, 2006 following separation from the Department of Justice.

The creation of the Department of Corrective Services has provided a new direction with a greater focus on ensuring community and staff safety and security, as well as improving the management of offenders through better assessment, classification and case management.

The *Parole and Sentencing Legislation Amendment Bill 2006* and the *Prisons and Sentencing Legislation Amendment Bill 2006* were introduced to Parliament during the year to implement recommendations of the Mahoney Inquiry. Work is currently underway to develop a new Corrective Services Act that will amalgamate and update the provisions in the *Prisons Act 1981* and the *Sentencing Administration Act 2003*.

Western Australian prisons experienced an increase in the number of prisoners managed during 2005-06, with a daily average population of 3 433. Prisoner numbers fluctuated during the year, with a low of 3 328 prisoners in December 2005 and a peak of 3 553 prisoners in April 2006. Aboriginal prisoners continue to make up about 40% of the total prisoner population. The Department implemented a number of strategies and local prison programs during the year as part of its Reducing Aboriginal Imprisonment Strategy. A comprehensive review to revamp prisoner classifications was commenced in the latter part of the year. The Department continued to provide a safe, secure and humane correctional system. No medium and maximum security escapes were recorded from corrective services facilities. Western Australia continued to perform well in prisoner employment, education and training and out-of-cell hours per day.

In May 2006, the Department awarded a five-year contract with a private company to manage Acacia Prison; Western Australia’s only privately operated prison. This will be the second contract for Acacia Prison.

The Department on average managed 5 523 adult offenders in the community, a slight increase over the previous year. In managing the needs of this client group, new Community Justice core training programs for officers were developed, the Community Based Information System was implemented, additional Community Corrections Officers were employed and a workforce analysis model to match appropriate staffing levels with workload demands was also implemented. The Re-entry Link and Transition Accommodation and Support Services Program continue to achieve positive results.”

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## South Australian Government comments

“ The South Australian secure imprisonment rate has been well in excess of prison design capacity for a number of years. In August 2005, a purpose built fifty-bed medium security extension of Mobilong prison moved part way to address the problem. In the 2006 State budget, the Government announced its decision to construct three new prisons, under a public private partnership model. The private sector will own, finance, design, build and maintain infrastructure that will be operated by the SA Government through the Department for Correctional Services. A new 760-cell men’s prison and a 150-cell women’s prison will be built adjacent to the existing Mobilong facility. These new facilities will replace the Yatala Labour Prison (341 cells) and the existing women’s prison (92 cells). The construction of a new 80-bed pre-release centre (60 male/20 female) will be built within the metropolitan area to replace the current 60-bed male-only centre. The construction of these facilities is expected to be completed during 2010-11.

During 2005-06, the daily average South Australian prisoner population increased to 1 548. Intakes into custody during the period totalled 3 460. There were 3 385 discharges over the same period. The majority of the intakes (3 027) were unsentenced.

The demand for community-based services during 2005-06 remained relatively consistent, both in terms of demand for court advice and the subsequent flow of offenders registering with community-based orders. In 2005-06, there were 8 542 community-based sanction order commencements. There were 7 525 completions during the same period. The Department for Correctional Services completed 4 821 reports for Courts during that financial year. SA is the only jurisdiction that provides home detention electronic monitoring as a Court imposed condition of bail. The Courts have significantly increased their use of this option and SA consequently manages the largest home detention electronic monitoring program nationally.

As stated at several points in this Report, it is important to take care when comparing indicators across jurisdictions. South Australia is one of the smaller jurisdictions. Very small changes in absolute numbers in small states can result in significant changes in rates or percentage data when compared to states with larger populations. Such interpretive skewing can be misleading when analysing data on a whole of Australia basis.

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## Tasmanian Government comments

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Corrective services are provided by two divisions of the Department of Justice, Community Corrections and the Tasmania Prison Service. Community Corrections continued to experience an increase in demand across reparation and supervision orders, and reports for the courts and Parole Board. Key initiatives undertaken in Community Corrections targeted at improving service delivery included:

- successful implementation of a professional supervision model
- ongoing re-development of work practice policy and procedure manuals, including initiating a Report Working Party
- continued engagement with relevant stakeholders
- further enhancements and second-stage implementation of the Offender Information System and appointment of a project officer to manage this initiative
- professional development seminars in best practice for case management and pro-social modelling.

Probation Officers and staff from Offender Services, Tasmania Prison Service, undertook residential training to deliver a cognitive skills group program and attended a Probation and Community Corrections Officers Association (PACCOA) conference regarding *Throughcare* principles. There is general agreement that Community Corrections and Tasmania Prison Service will continue to build a closer working relationship and facilitate comparable offender-based programs across the agencies, encouraging a more collaborative approach to improving Integrated Offender Management and throughcare.

Construction of new prison facilities continued during the year. The first stage of a new women's prison and secure mental health unit (operated by the Department of Health and Human Services) were opened. The new men's maximum and medium prison, which will accommodate approximately 300 prisoners neared completion. The Tasmania Prison Service finalised its new operating model, the Integrated Offender Management Program and undertook the largest training program in the Service's history.

Tasmania's investment in custodial corrections is reflected by the increased cost per prisoner day. In October 2005, the Industrial Commission ratified a new correctional officer agreement which provided correctional officers with remuneration tied to mainland salaries.

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## Australian Capital Territory Government comments

“ In 2005-06, the ACT continued to experience an increase in prisoner and detainee numbers, and the imprisonment rate increased to 76 per 100,000 of the adult population. Despite these increases, the ACT still has a low imprisonment rate. The ACT also continues to have a low Indigenous imprisonment rate despite an increase in the rate when compared to 2004-05.

The numbers of detainees attending for periodic detention also increased in 2005-06, to an average of 31, even though the periodic detention rate decreased significantly to 23.9 per 100,000 of the adult population. As the useable periodic detention capacity remained constant at 30, a number of measures were implemented to ensure that detainees were able to be accommodated.

The recurrent cost per prisoner per day for all prisoners increased in 2005-06 to \$275.6 per day. This increase was driven largely by an increase in the recurrent costs per prisoner per day for those in open (including periodic detention) custody, as the cost per prisoner per day for secure prisoners showed a significant decrease to 368.5. Nevertheless, the recurrent cost per prisoner remains high. The high cost is driven by the age, the poor design and the inadequate state of remand centres in the ACT. It should also be noted that the ACT has no control over the costs of prisoners accommodated on NSW correctional facilities, as these costs are part of a contractual agreement with NSW.

In relation to community corrections, the total number of persons supervised dropped slightly in 2005-06. The community corrections rate per 100,000 of the adult population also decreased to 470.2, while the recurrent cost per offender per day dropped in 2005-06 to \$14.6 per day.

The ACT has the second highest percentage of completion of community corrections orders at 83.3 per cent. It should be noted that the introduction of the Crimes (Sentencing) Act 2005 saw the discontinuation of home detention as a sentencing option, although a small number of orders continued to be supervised during 2005-06 until those orders were completed.

Work continued during 2005-06 on the construction of the Alexander Maconochie Centre, the ACT's new prison for remand and sentenced prisoners. Design documentation was completed in June 2006, with a contract for the construction of the facility awarded in November 2006. Activity on the site at Hume is continuing, with bulk earthworks and the connection of infrastructure finalised.

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## Northern Territory Government comments

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The delivery of most services in the Northern Territory is strongly influenced by the significant proportion of the population residing in rural and remote communities, and that almost 30% of the NT population identify themselves as Aboriginal or Torres Strait Islander. NT criminal activity continues to be disproportionately associated with young adult Indigenous males.

The implementation of the recommendations from the Review of Adult Custodial Services (2004) continues to be a high priority. Performance highlights and new initiatives during 2005-06 include:

- Strengthening of the NTCS senior management team and recruitment for senior management and professional positions to facilitate the devolution of responsibilities to the Superintendents of the Correctional Centres
- Commencing a three-year staged implementation of the Integrated Offender Management System
- Creation of case management positions within the Correctional Centres to support sentence planning activities
- Opening of a new Living Skills Unit with a capacity for up to 130 minimum security prisoners at the Darwin Correctional Centre at the end of 2005-06
- Implementing new education programs in the prisons to increase the focus on skills training and preparation for employment
- Delivery of the first Indigenous sex offender treatment program at Alice Springs Correctional Centre
- Expanding the community-based Indigenous Family Violence Offender Program to regional areas.

When interpreting NT data presented in the corrective services chapter, care must be taken with comparison of indicators across jurisdictions and with historical values. Due to the NT's small prisoner/offender populations, minor changes in absolute numbers can result in significant changes in rates or percentages. It can be misleading to make broad comparisons with corresponding values for Australia or those of other jurisdictions.

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## 7.6 Definitions of key terms and indicators

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| <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.

**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.

**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:

- 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.

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| <b>Escapes/absconds rate (open/secure)</b>       | 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.                |
| <b>Home detention</b>                            | 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.   |
| <b>Imprisonment rate</b>                         | 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. |
| <b>Inactive order and/or in suspense</b>         | Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.  |
| <b>Indigenous</b>                                | 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.   |
| <b>New offender registrations-to-staff ratio</b> | 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).           |
| <b>Number of correctional facilities</b>         | 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.  |
| <b>Offence-related programs</b>                  | A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.   |
| <b>Offender</b>                                  | An adult person subject to a current community-based corrections order (including bail supervision by corrective services).   |
| <b>Offender-to-staff ratio</b>                   | The level of staff supervision based on the number of staff employed and the average number of offenders.   |
| <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.  |

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| <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 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> |
| <b>Rate of return to prison</b>   | The proportion of sentenced prisoners 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.   |

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| <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> <p>(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)</p> <p>(b) harm requiring extended periods of ongoing medical treatment, or</p> <p>(c) all acts of sexual assault.</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.  |
| <b>Transitional Centre</b>      | Facilities administered by corrective services for the purpose of accommodating prisoners prior to their release from custody.  |
| <b>Unnatural deaths rate</b>    | <p>The death wherever occurring (including hospital) of a person:</p> <ul style="list-style-type: none"> <li>• who is in prison custody</li> <li>• whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody</li> <li>• who dies or is fatally injured in the process of prison officers attempting to detain that person</li> <li>• who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody, and</li> <li>• 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.</li> </ul> <p>The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.</p> |

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**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 (2006).

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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\2007\Attach7A.xls and in Adobe PDF format as \Publications\Reports\2007\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 2006 (number)                                     |
| <b>Table 7A.3</b>  | Average daily community corrections offender population   |
| <b>Table 7A.4</b>  | Imprisonment and community corrections rates, by sex and Indigenous status (per 100 000 adults) |
| <b>Table 7A.5</b>  | Imprisonment and community correction rates, by year (per 100 000 adults)                       |
| <b>Table 7A.6</b>  | Expenditure on prisons and community corrections, 2005-06                                       |
| <b>Table 7A.7</b>  | Expenditure per prisoner and offender, 2005-06  |
| <b>Table 7A.8</b>  | Real recurrent expenditure on prisons (2005-06 \$'000)  |
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| <b>Table 7A.11</b> | Real recurrent cost per offender per day (2005-06 dollars)                                      |
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| <b>Table 7A.13</b> | Real expenditure on corrective services per head of population per year (2005-06 dollars)       |
| <b>Table 7A.14</b> | Prison assault rates, 2005-06 (per 100 prisoners)   |
| <b>Table 7A.15</b> | Death rates from apparent unnatural causes, by Indigenous status, 2005-06 (per 100 prisoners)   |
| <b>Table 7A.16</b> | Death rates from apparent unnatural causes, by year and Indigenous status (per 100 prisoners)   |
| <b>Table 7A.17</b> | Escapes/absconds rates, 2005-06 (per 100 prisoners)   |
| <b>Table 7A.18</b> | Prisoner out-of-cell hours, 2005-06 (average hours per day)                                     |
| <b>Table 7A.19</b> | Completion of community corrections orders, by type of order, 2005-06 (per cent)                |
| <b>Table 7A.20</b> | Prisoner employment and offender community work rates, 2005-06 (per cent)                       |
| <b>Table 7A.21</b> | Prisoner education and training rates, 2005-06 (per cent)                                       |

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- Table 7A.22** Community corrections offender-to-staff ratios, 2005-06  
**Table 7A.23** Prison design capacity utilisation rates, 2005-06 (per cent)  
**Table 7A.24** Categorisation of correctional sanctions (operating during 2005-06)

**Single Jurisdiction Data — NSW**

- Table 7A.25** Descriptors, prisons  
**Table 7A.26** Effectiveness, prisons  
**Table 7A.27** Descriptors, periodic detention  
**Table 7A.28** Effectiveness, periodic detention  
**Table 7A.29** Efficiency, prisons and periodic detention  
**Table 7A.30** Descriptors, community corrections  
**Table 7A.31** Effectiveness, community corrections  
**Table 7A.32** Efficiency, community corrections

**Single jurisdiction data — Vic**

- Table 7A.33** Descriptors, prisons  
**Table 7A.34** Effectiveness, prisons  
**Table 7A.35** Efficiency, prisons  
**Table 7A.36** Descriptors, community corrections  
**Table 7A.37** Effectiveness, community corrections  
**Table 7A.38** Efficiency, community corrections

**Single jurisdiction data — Qld**

- Table 7A.39** Descriptors, prisons  
**Table 7A.40** Effectiveness, prisons  
**Table 7A.41** Efficiency, prisons  
**Table 7A.42** Descriptors, community corrections  
**Table 7A.43** Effectiveness, community corrections  
**Table 7A.44** Efficiency, community corrections

**Single jurisdiction data — WA**

- Table 7A.45** Descriptors, prisons  
**Table 7A.46** Effectiveness, prisons  
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**Table 7A.48** Descriptors, community corrections  
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**Table 7A.50** Efficiency, community corrections

**Single jurisdiction data — SA**

- Table 7A.51** Descriptors, prisons  
**Table 7A.52** Effectiveness, prisons  
**Table 7A.53** Efficiency, prisons

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- Table 7A.54** Descriptors, community corrections  
**Table 7A.55** Effectiveness, community corrections  
**Table 7A.56** Efficiency, community corrections

**Single jurisdiction data — Tas**

- Table 7A.57** Descriptors, prisons  
**Table 7A.58** Effectiveness, prisons  
**Table 7A.59** Efficiency, prisons  
**Table 7A.60** Descriptors, community corrections  
**Table 7A.61** Effectiveness, community corrections  
**Table 7A.62** Efficiency, community corrections

**Single jurisdiction data — ACT**

- Table 7A.63** Descriptors, prisons  
**Table 7A.64** Effectiveness, Prisons  
**Table 7A.65** Descriptors, periodic detention  
**Table 7A.66** Effectiveness, periodic detention  
**Table 7A.67** Efficiency, prison and periodic detention  
**Table 7A.68** Descriptors, community corrections  
**Table 7A.69** Effectiveness, community corrections  
**Table 7A.70** Efficiency, community corrections

**Single jurisdiction data — NT**

- Table 7A.71** Descriptors, prisons  
**Table 7A.72** Effectiveness, prisons  
**Table 7A.73** Efficiency, prisons  
**Table 7A.74** Descriptors, community corrections  
**Table 7A.75** Effectiveness, community corrections  
**Table 7A.76** Efficiency, community corrections

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## 7.8 Reference

NCAG (National Corrections Advisory Group) 2006, *Data Collection Manual 2005-06*, Canberra, unpublished.