
7 Corrective services

Corrective services aim to meet the overall objectives of the criminal justice system, outlined in the 'Justice preface', by providing a safe, secure and humane adult correctional system that incorporates the elements of rehabilitation, community protection and reparation. In this Report, corrective services include prison custody (including periodic detention) and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). The term 'prisoners' is used in this chapter to refer to people held in full time custody under the jurisdiction of an adult corrective service agency; the term 'offenders' is used to refer to people serving community corrections orders. Both public and privately operated correctional facilities are included; however, the scope of this chapter does not extend to:

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

A profile of the corrective services sector is provided in section 7.1. 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 provided in section 7.5, and the chapter concludes with definitions in section 7.6.

Supporting tables

Supporting tables for chapter 7 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel format as \Publications\Reports\2005\Attach7A.xls and in Adobe PDF format as \Publications\Reports\2005\Attach7A.pdf.

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 7A.3 is table 3 in the electronic files). These files can also be found on the Review web page (www.pc.gov.au/gsp). Users without Internet

access can contact the Secretariat to obtain these tables (see details on the inside front cover of the Report).

7.1 Profile of corrective services

Service overview

As discussed in the ‘Justice preface’, the operation of corrective services is significantly influenced by, and in turn influences, the other two components of the criminal justice system: police and courts. The management of prisoners and 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 the prosecution of breaches of community corrections orders vary across jurisdictions.

Roles and responsibilities

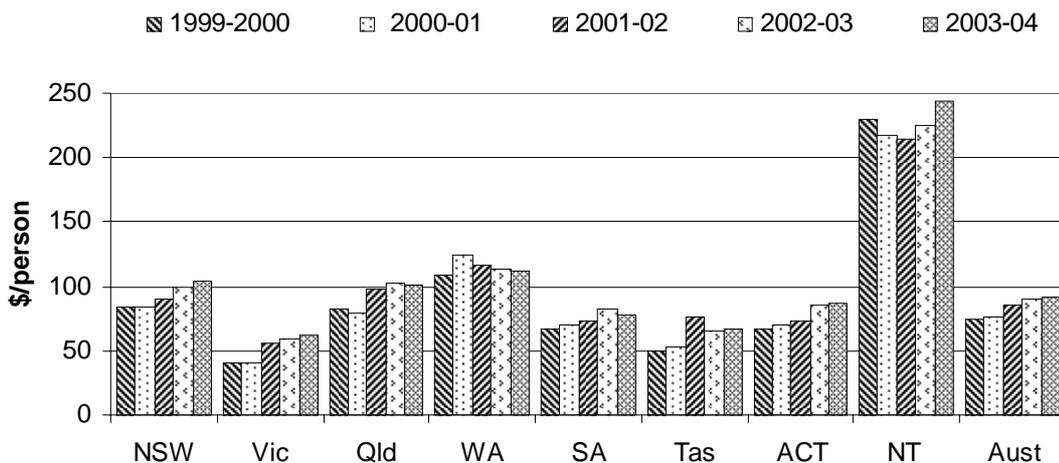
Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2003-04, 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 2003-04. Two jurisdictions (NSW and the ACT) provided periodic detention for prisoners — for example, weekend detention in custody, whereby prisoners can return home and maintain work commitments during the week.

Funding

Reported expenditure on corrective services (net of revenue derived from own sources and excluding payroll tax) totalled \$1.8 billion nationally in 2003-04 — \$1.6 billion (85.5 per cent) for prisons, \$198.0 million (10.8 per cent) for community corrections and \$67.0 million (3.7 per cent) for transport and escort

services (table 7A.11).¹ Expenditure per person in the population ranged from \$243 in the NT to \$62 in Victoria in 2003-04 (tables 7A.11 and 7A.12). Nationally, expenditure per person increased in real terms from \$74 in 1999-2000 to \$92 in 2003-04 (figure 7.1).

Figure 7.1 Real expenditure on corrective services per person (2003-04 dollars)^{a, b}



^a Includes expenditure for all corrections (prisons, transport and escort services, and community corrections) net of recurrent receipts (own source revenues); excludes payroll tax. Includes depreciation, capital asset charges, debt servicing fees and other associated capital expenses; excludes the user cost of capital. Per person cost is calculated using total population (all ages). ^b Data for previous years have been adjusted to 2003-04 dollars using the gross domestic product price deflator (table A.26).

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

Size and scope of sector

Prison custody

There were 121 corrective service operated custodial facilities throughout Australia in 2003-04 (table 7A.2). These comprised 79 government operated prisons and seven privately operated prisons; five government operated community custodial facilities (including two transitional centres) and three privately operated community custodial facilities; 12 periodic detention centres; and 15 24-hour court-cell centres (under the responsibility of corrective services in NSW) (table 7A.2).

¹ Transport and escort service expenditure for 2003-04 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 7A.6).

On average, 23 015 people per day (excluding periodic detainees) were held in Australian prisons during the year — an increase of 3.5 per cent over the average daily number reported in the previous year (table 7A.1). In addition, on average, 831 people per day were serving periodic detention orders in NSW and the ACT in 2003-04 — a decline of 12.2 per cent from the 2002-03 average.

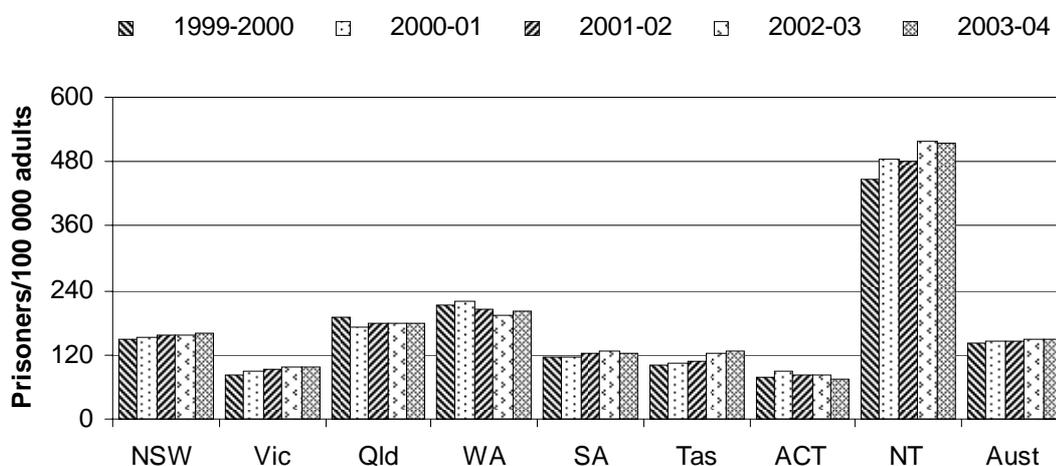
Excluding periodic detainees, 28.0 per cent of prisoners were held in open prisons (facilities for prisoners classified as low security) in 2003-04 and 72.0 per cent were held in secure facilities. A daily average of 4281 prisoners (18.6 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year — an increase of 2.6 per cent from the previous year's average. The proportion of prisoners accommodated in private prisons in those jurisdictions operating private prisons ranged from 40.4 per cent in Victoria to 7.3 per cent in SA, in 2003-04 (table 7A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2003-04 comprised 21 465 males and 1549 females — 93.3 per cent and 6.7 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 4960 — 21.6 per cent of prisoners nationally (table 7A.1).

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

The national rate of imprisonment for all prisoners was 150.2 per 100 000 Australian adults in 2003-04, compared to 147.2 in 2002-03 (figure 7.2). The NT reported the highest imprisonment rate per 100 000 adults in 2003-04 (515.6) and the ACT reported the lowest rate (73.7) (figure 7.2). On a gender basis, the national imprisonment rate was 284.9 per 100 000 adult males and 19.9 per 100 000 adult females in 2003-04 (table 7A.4).

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



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

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

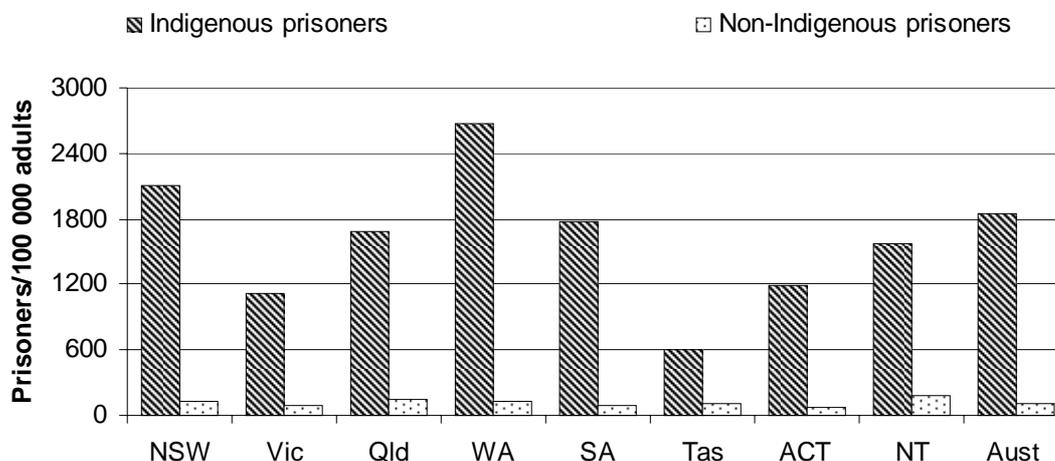
Imprisonment rates for Indigenous and non-Indigenous prisoners are not yet available for 2003-04. The Australian Bureau of Statistics (ABS) has suspended publication of these rates until new population projections can be appropriately integrated into the corrective services data series.

The national imprisonment rate per 100 000 Indigenous adults in 2002-03 was 1850.5 compared with a rate of 115.4 for non-Indigenous prisoners per 100 000 non-Indigenous adults (figure 7.3). WA reported the highest rate of Indigenous imprisonment per 100 000 adults (2678.4) and Tasmania reported the lowest (600.8). The NT reported the highest non-Indigenous imprisonment rate per 100 000 adults (177.7) and the ACT reported the lowest (70.2) (figure 7.3).

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

While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 76.3 per cent of prisoners were non-Indigenous in 2003-04 (table 7A.1).

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



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

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

Community corrections

All jurisdictions operate community corrections programs. Community corrections comprise a variety of non-custodial programs (listed for each jurisdiction in table 7A.23). These programs vary in the extent and nature of supervision, the conditions of the order (such as a community work component or personal development program attendance) and the level of restrictions placed on the person's freedom of movement in the community (for example, home detention). No single objective or set of characteristics is common to all community corrections programs, other than that they generally provide either a non-custodial sentencing alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

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

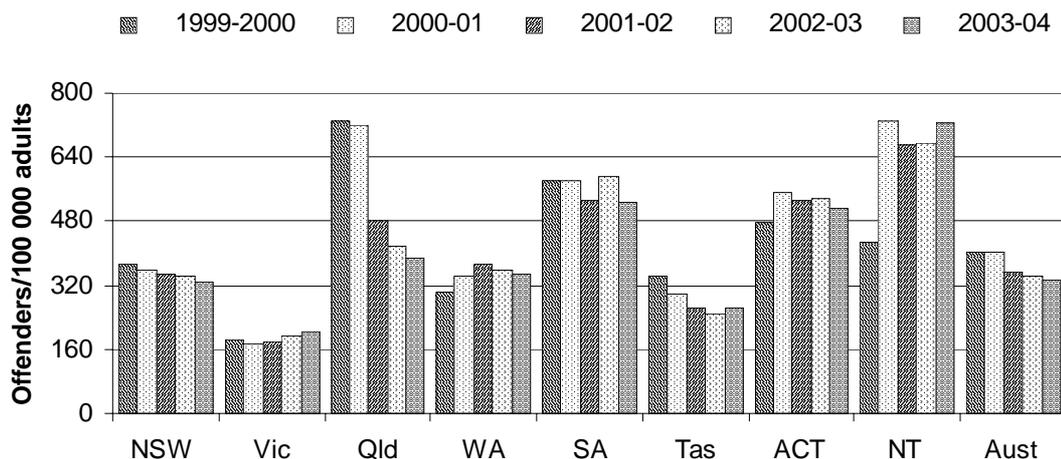
2003-04. Community corrections also include post-custodial programs (for example, parole, release on licence, pre-release orders and some forms of home detention), under which prisoners released into the community continue to be subject to corrective services supervision.

A daily average of 50 821 offenders were serving community corrections orders across Australia in 2003-04 — a decrease of 2.1 per cent from the previous year's average (table 7A.3). This daily average comprised 41 369 males (81.4 per cent), 9011 females (17.7 per cent) and 441 offenders whose gender was not recorded. The daily average comprised 7676 Indigenous offenders (15.1 per cent of the total community correction population), 38 853 non-Indigenous offenders (76.5 per cent) and 4292 persons whose Indigenous status was unknown (table 7A.3).

The community corrections rate represents the number of offenders serving community corrections orders per 100 000 people in the corresponding adult population. The adult population includes people at or over the age of entry to the adult correctional system in each jurisdiction (17 years in Victoria and Queensland, and 18 years in all other jurisdictions for the reporting period).

The national community corrections rate was 331.6 per 100 000 adults in 2003-04 compared to 343.9 in 2002-03 (figure 7.4). The NT reported the highest rate per 100 000 adults in 2003-04 (724.2) and Victoria reported the lowest (205.0) (figure 7.4).

Figure 7.4 **Community corrections rates^{a, b}**



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

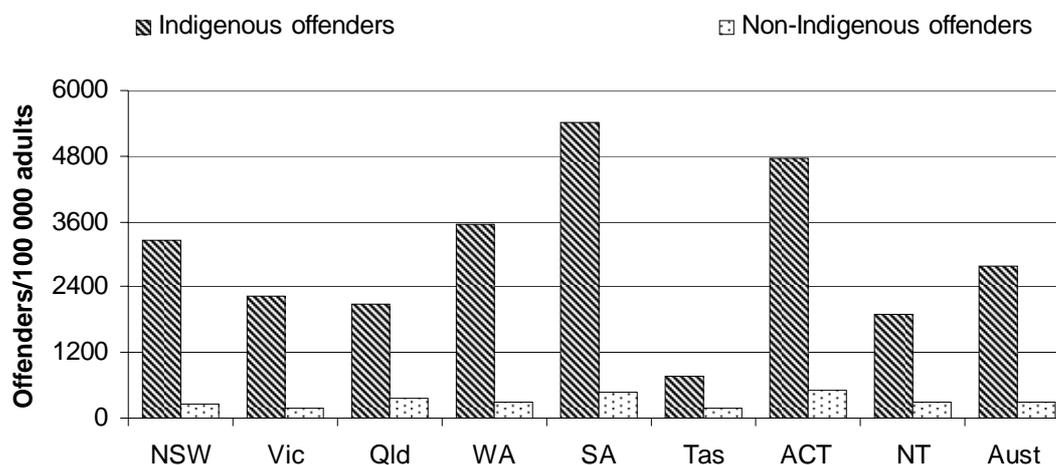
Source: State and Territory governments (unpublished); table 7A.5.

The national rate for female community correction offenders was 115.7 per 100 000 adult females, compared with 549.1 for adult males (table 7A.4).

Community corrections rates for Indigenous and non-Indigenous prisoners were not available for 2003-04. The ABS has discontinued publication of these rates until new population projections can be appropriately integrated into the corrective services data series. The national rate for Indigenous offenders in 2002-03 was 2764.1 per 100 000 Indigenous adults compared with 275.3 for non-Indigenous offenders (figure 7.5). South Australia reported the highest rate of Indigenous offenders per 100 000 Indigenous adults in 2002-03 (5398.1) and Tasmania reported the lowest (766.5). The ACT reported the highest rate of non-Indigenous offenders per 100 000 non-Indigenous adults (497.5) and Victoria reported the lowest rate (173.7) in 2002-03 (figure 7.5).

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

Figure 7.5 **Indigenous and non-Indigenous community corrections rates, 2002-03^a**



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

Source: State and Territory governments (unpublished); 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 2005 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).

Box 7.1 Objectives for corrective services

Corrective services effectiveness indicators relate to the objectives of:

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

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

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

Jurisdictions continue to investigate comparability issues through their participation in the National Corrections Advisory Group (NCAG) and work to improve the counting rules for performance indicators. Definitions and counting rules were refined during the year as part of the continuing effort to improve comparability of all indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions.

As a result, this Report presents some historical data that may vary from data published in previous reports. In other cases, it has not been possible to recalculate historical data, so any conclusions about changes within individual jurisdictions need to be considered in this context.

Figure 7.6 Performance indicators for corrective services

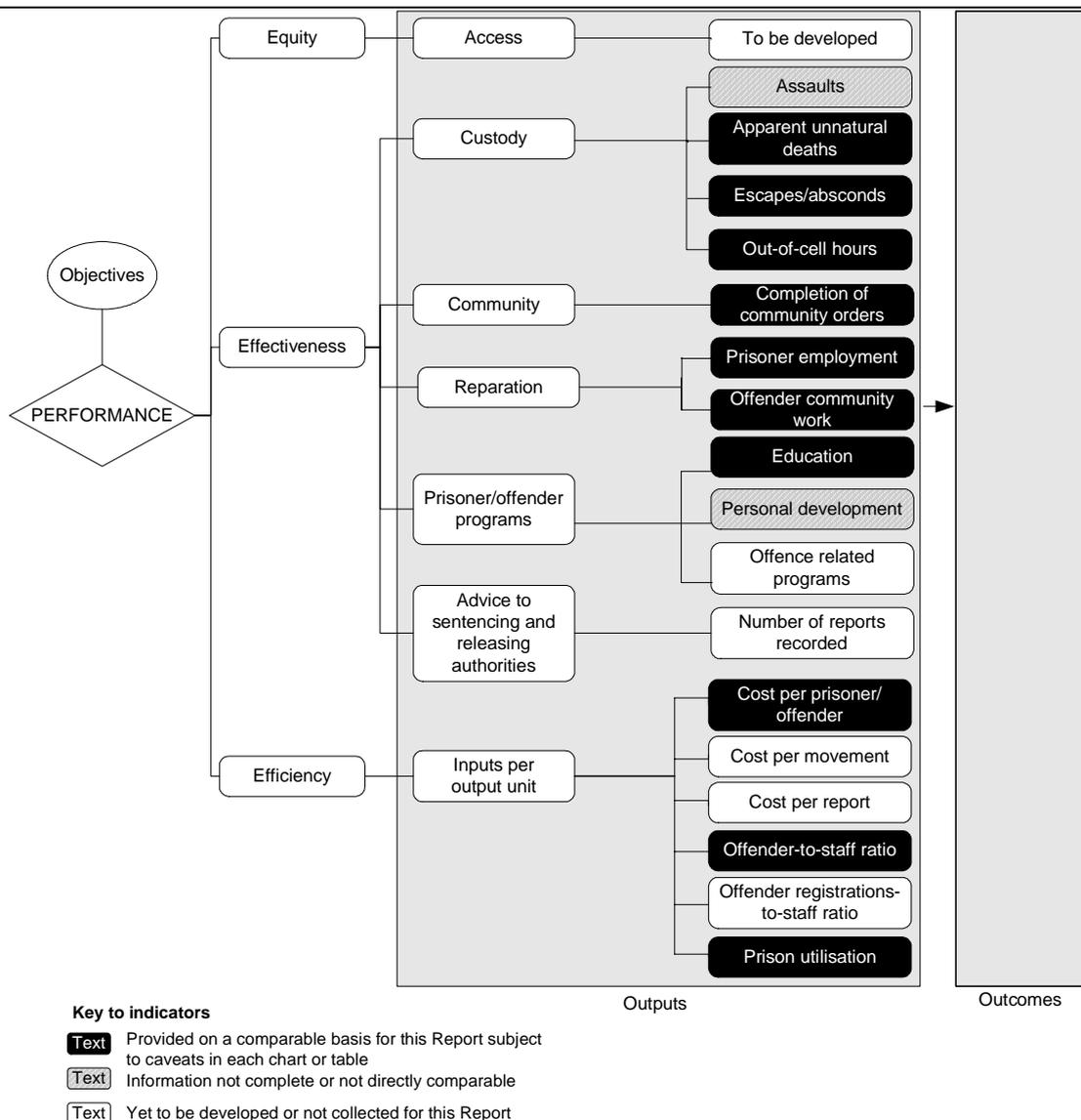


Figure 7.6 specifies the performance indicators associated with the objectives identified in box 7.1. At this stage, there are no outcome indicators for corrective services. It is noted, however, that the activities of corrective services influence broader justice-wide outcomes (such as recidivism) that are reported in the ‘Justice preface’.

For periodic detainees, relevant effectiveness indicators, such as assaults and escapes, are reported separately. For relevant efficiency indicators (such as

recurrent cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, the ACT indicators are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for remand prisoners and/or periodic detainees held in ACT centres, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

7.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 7.1, using the indicator framework shown in figure 7.6. Jurisdictional differences in service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems. Appendix A contains detailed statistics and short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter.

Outputs

Equity

Equity — access indicator

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

Box 7.2 Performance indicator — access

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

Effectiveness

Prison custody indicator results are affected by small numbers, especially when expressed as a rate of total prisoner populations in jurisdictions with relatively small average daily prisoner populations. Given the small absolute numbers in many cases, care needs to be taken when comparing effectiveness indicators across

jurisdictions and over time within jurisdictions. A single incident in a smaller jurisdiction can markedly increase the rate of some indicators, but have little apparent effect in the larger jurisdictions. For example, a single death in prison in the jurisdiction with the smallest prison population (the ACT) in 2003-04 would result in a rate of 1.56 per 100 prisoners and a second death would double the rate to 3.13. By contrast, one additional death during the year in the jurisdiction with the largest prisoner population (NSW) would change the rate by a far smaller proportion, from 0.10 per 100 prisoners to 0.11, and a second additional death would increase the rate to 0.12.

Custody — assaults

Assault rates are provided as an output indicator of effectiveness (box 7.3).

Box 7.3 Custody — assaults

Effective custodial management involves a duty of care for the safety of persons detained or working in prisons. This includes providing an environment where there is a low level of violence perpetrated by prisoners on staff or other prisoners.

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

A low 'assaults' rate indicates better performance towards achieving the effectiveness objective of custody as defined in box 7.1.

The ACT did not provide 2003-04 data for these indicators. Victoria recorded the highest rate of 'serious assaults' by prisoners on other prisoners per 100 prisoners in 2003-04 (0.93) and SA reported the lowest (0.27). Tasmania had the highest rate of 'assaults' by prisoners on other prisoners per 100 prisoners (15.32) and Queensland had the lowest (5.49) (table 7A.13).

The reported rate of 'serious assaults' by prisoners on officers per 100 prisoners in 2003-04 ranged from 0.56 in the NT to zero in NSW and Tasmania. Small numbers of incidents relative to small prisoner populations affect this indicator and need to be considered when interpreting these results. The rate of 'assaults' by prisoners on

officers per 100 prisoners was highest in Tasmania (6.78) and lowest in Victoria (0.76) (table 7A.13).

In NSW in 2003-04, the rate of 'serious assault' on periodic detainees by other periodic detainees was zero per 100 detainees and the rate of 'assault' on detainees was 3.21. There were no incidents of 'serious assault' on officers and the rate of 'assault' on officers was 0.13 (table 7A.13).

Custody — apparent unnatural deaths

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

Box 7.4 Custody — apparent unnatural deaths

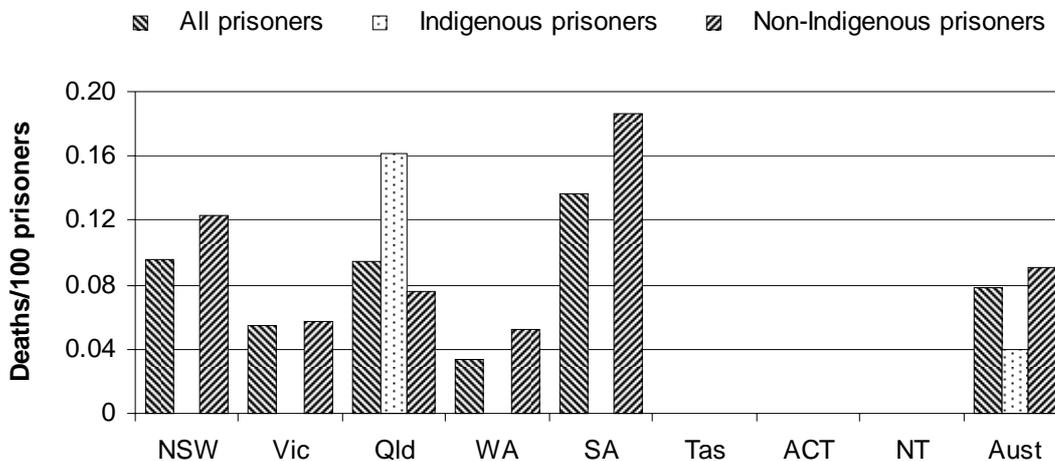
Effective custodial management involves a duty of care for the safety and well-being of people detained in prisons, particularly for those prisoners at risk of self-harm or harm from others. This includes providing an environment where there is a low risk of death from unnatural causes.

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

A zero or low deaths rate indicates better performance towards achieving the effectiveness objective of custody as defined in box 7.1.

The rate of deaths from apparent unnatural causes for all prisoners in 2003-04 ranged from 0.14 per 100 prisoners in SA to zero in Tasmania, the ACT and the NT (figure 7.7). For Indigenous prisoners, Queensland reported two deaths (table 7A.39) from apparent unnatural causes (a rate of 0.16 per 100 prisoners) and all other jurisdictions reported a zero rate (figure 7.7). Neither of the two jurisdictions operating periodic detention reported deaths of periodic detainees in 2003-04 (table 7A.14).

Figure 7.7 Prisoner deaths rates from apparent unnatural causes, 2003-04^{a, b, c}

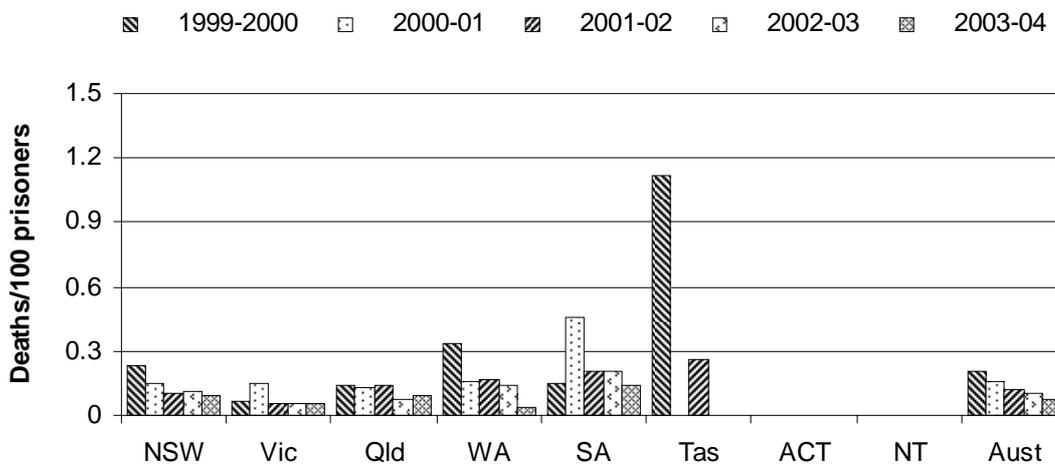


^a The 'apparent unnatural deaths' rate is calculated as the number of deaths, divided by the annual average prisoner population, multiplied by 100. ^b Indigenous deaths rates from apparent unnatural causes represent two deaths in Queensland in 2003-04. ^c NSW, Victoria, WA, SA, Tasmania the ACT and the NT reported zero deaths from unnatural causes for Indigenous prisoners.

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

The national rate of deaths from apparent unnatural causes for all prisoners declined from 0.20 in 1999-2000 to 0.08 in 2003-04 (figure 7.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 7A.15).

Figure 7.8 Prisoner deaths rates from apparent unnatural causes, all prisoners^a



^a The 'apparent unnatural deaths' rate is calculated as the number of deaths, divided by the annual average prisoner population, multiplied by 100.

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

Custody — escapes/absconds

The 'escapes/absconds' rate is provided as an output indicator of effectiveness (box 7.5).

Box 7.5 Custody — escapes/absconds

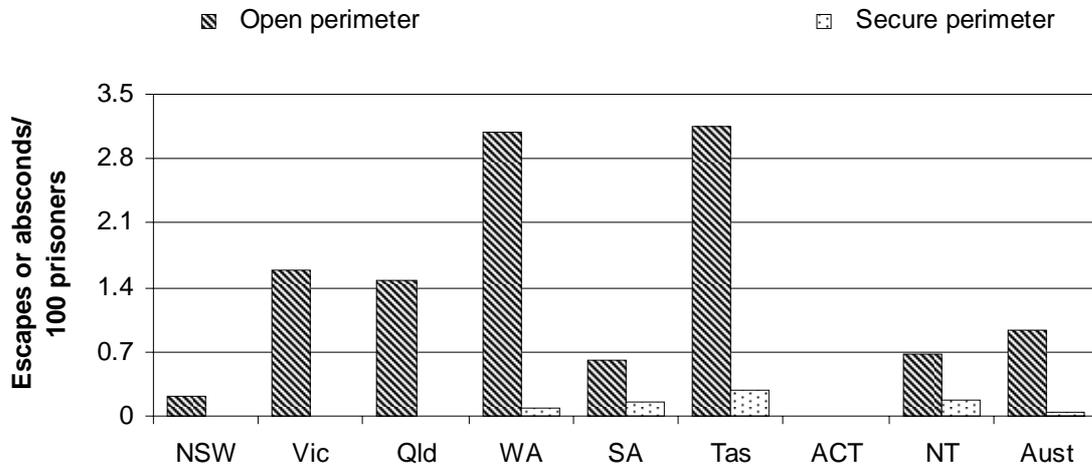
Effective custodial management involves ensuring that all prisoners comply at all times with the requirements of the court order that has placed constraints on their liberty, particularly if their being supervised in the community poses a risk to the safety of any person.

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

A zero or low 'escapes/absconds' rate indicates better performance towards achieving the effectiveness objective of custody as defined in box 7.1.

Tasmania reported the highest rate of 'escapes/absconds' from open custody in 2003-04 (3.16 per 100 prisoners) and NSW reported the lowest (0.21). The rate of escapes from secure custody ranged from 0.28 in Tasmania (one incident) to zero in NSW, Victoria, Queensland and the ACT (figure 7.9). The absconds rate among prisoners serving periodic detention was 0.27 for NSW and zero for the ACT (table 7A.16).

Figure 7.9 Prisoner escapes/absconds rate, 2003-04^{a, b, c}



^a The 'escapes/absconds' rate is calculated as the number of escapes/absconds, divided by the annual average prisoner population, multiplied by 100. ^b Secure perimeter escapes rates represent two incidents each in WA and SA in 2003-04. The rates for escapes from secure custody in Tasmania and the NT both represent a single incident where the escape occurred during escort, to a court building and to a hospital respectively, rather than from a secure prison facility. ^c NSW, Victoria, Queensland and the ACT reported zero secure perimeter escapes/absconds.

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

Custody — out-of-cell hours

'Out-of-cell hours' per day is provided as an output indicator of effectiveness (box 7.6).

Box 7.6 Custody — out-of-cell hours

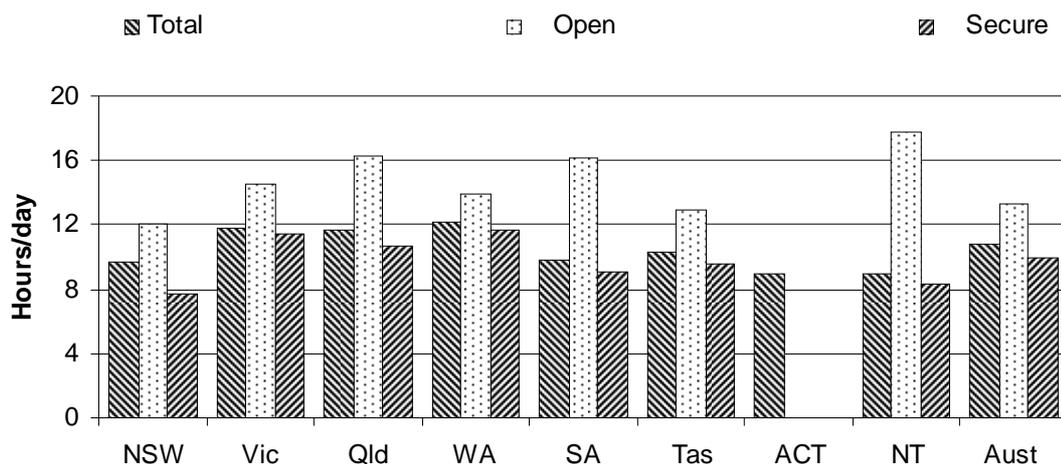
Effective custodial management involves managing prisoners in a manner that minimises the risks they pose to the community while enabling them to achieve an acceptable quality of life consistent with community standards. Time spent out of cells provides a greater opportunity for prisoners to participate in activities within the wider prison, such as work, education, well being and recreation programs, visits, and interacting with other prisoners and staff — activities that can contribute to better community reintegration and reduce the risk of re-offending after leaving prison.

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

A relatively high average ‘out-of-cell hours’ per day indicates better performance towards achieving the effectiveness objective of custody as defined in box 7.1. Jurisdictions with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community, are likely to report relatively lower total out of cell hours.

WA reported the highest average daily ‘out-of-cell hours’ for all prisons in 2003-04 combined (12.2 hours per day) and the NT reported the lowest (8.9 hours per day). ‘Out-of-cell hours’ for open custody ranged from 17.7 per day in the NT to 12.0 per day in NSW. ‘Out-of-cell hours’ for secure custody ranged from 11.7 per day in WA to 7.7 per day in NSW (figure 7.10).

Figure 7.10 Average out-of-cell hours, by prisoner security level, 2003-04^a



^a 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.

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

Community corrections — completion of community orders

The percentage of community orders completed is provided as an output indicator of effectiveness (box 7.7).

Box 7.7 Community corrections — completion of community orders

Effective community corrections management involves ensuring offenders comply at all times with the requirements of the court order that has imposed certain conditions on their activities or behaviour. This may include restrictions on the offender's liberty (as with home detention), a requirement to undertake community work or other specified activities (such as a drug and alcohol program), regularly attending a community corrections centre as part of supervision requirements, or other conditions.

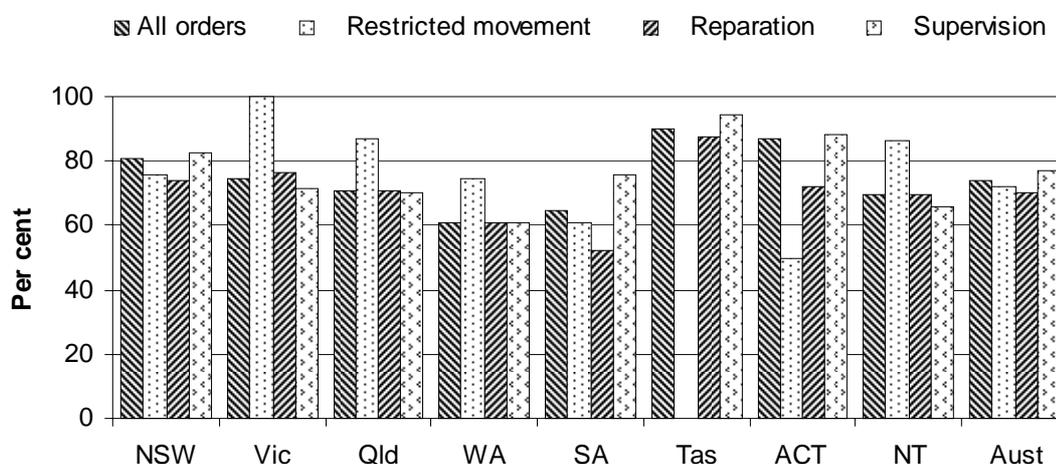
'Completion of community orders' is defined as the percentage of orders completed during the year that were not breached for failure to meet the order requirements or because further offences were committed.

A high percentage of successful order completions indicates better performance towards achieving the effectiveness objective related to community as defined in box 7.1.

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

Tasmania reported the highest percentage of successful completion for all orders in 2003-04 (90.3 per cent) and WA reported the lowest (61.2 per cent). Successful completion of restricted movement orders ranged from 100.0 per cent in Victoria to 50.0 per cent in the ACT. The percentage in both jurisdictions, however, is based on the outcomes of a very small number of restricted movement orders during the year (seven in Victoria and four in the ACT) and is not necessarily indicative of long term trends or consistent differences from other jurisdictions. The completed proportion of reparation orders ranged from 87.5 per cent in Tasmania to 52.1 per cent in SA. The completed proportion of supervision orders ranged from 94.2 per cent in Tasmania to 60.7 per cent in WA (figure 7.11).

Figure 7.11 **Successful completion of community corrections orders, by type of order, 2003-04^{a, b}**



^a Tasmania did not have restricted movement orders in 2003-04. ^b The ACT and Victorian rates are based on only a very small number of restricted movement orders per year. Therefore, they are not indicative of long term trends and may fluctuate from year to year.

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

Reparation — prisoner employment

The ‘prisoner employment’ rate is provided as an output indicator of effectiveness (box 7.8).

Box 7.8 Reparation — prisoner employment

‘Prisoner employment’ provides constructive opportunities for reparation to be made to the community by generating income from prison industries, by offsetting expenditure through work in prison services (work undertaken to service the prison), and through unpaid community work by prisoners.

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

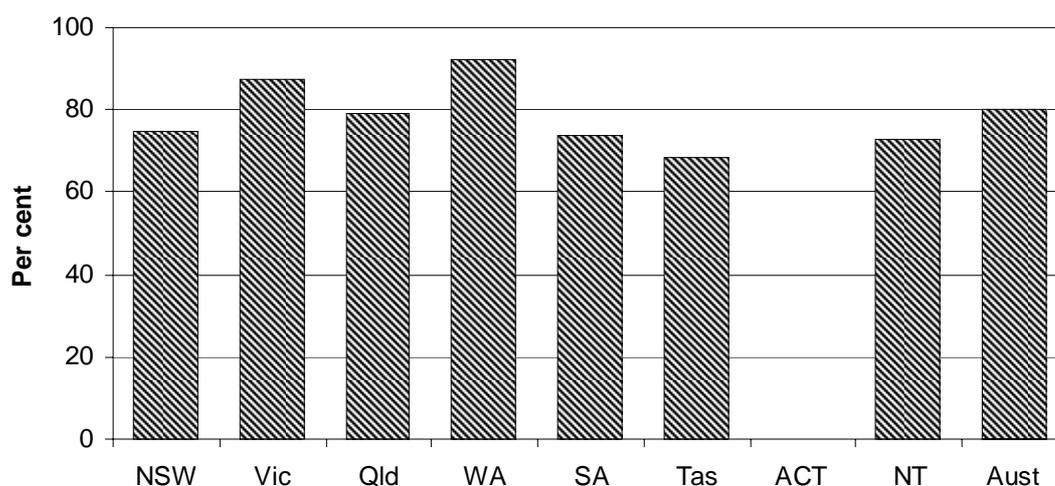
A high ‘prisoner employment’ rate indicates better performance towards achieving the effectiveness objective of reparation as defined in box 7.1.

This indicator does not provide information on the extent to which the employment undertaken benefits the community.

Jurisdictions reported the number of prisoners employed in prison industries or services or, in some cases, working in the community as part of a pre-release scheme where prisoners are employed under industrial award conditions. The highest proportion of prisoners employed in 2003-04 was reported by WA (92.5 per cent of prisoners eligible to work) and the lowest was reported by Tasmania (68.6 per cent) (figure 7.12). Victoria reported the highest proportion of prisoners employed in commercial industries (44.3 per cent), WA reported the highest proportion employed in prison service industries (74.3 per cent) and Queensland reported the highest proportion in work release (3.8 per cent) (table 7A.19).

These comparisons need to be interpreted with care because factors outside the control of corrective services (such as local economic conditions) affect the capacity to attract commercially viable prison industries, particularly where the prisons are remote from large population centres.

Figure 7.12 Proportion of eligible prisoners employed, 2003-04^a



^a Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

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

The employment rate among periodic detainees in 2003-04 in the two jurisdictions operating periodic detention was 72.2 per cent in NSW and 26.6 per cent in the ACT (table 7A.19).

Reparation — community work by community corrections offenders

‘Offender community work’ is provided as an output indicator of effectiveness (box 7.9).

Box 7.9 Reparation — offender community work

Offenders may perform unpaid community work as a requirement of community correctional orders imposed by the court. Community work provides offenders with the opportunity to make restitution to the community.

‘Offender community work’ is defined as the ratio of hours of community work expected to be worked to the number of hours actually worked. It is based on the number of community work hours to be served on all orders registered during the year, divided by the number of hours actually worked by all offenders during the same period regardless of whether the current order was made in that year or during previous years.

The ratio indicates the extent to which corrective services were able to administer the community work components of the orders registered.

This indicator does not measure the extent to which individual offenders complied with the community work requirements of their orders or provide information on the degree to which the work undertaken benefits the community.

Large numbers of offenders are required to undertake community work as part of their orders. The ACT reported the highest average number of hours ordered per offender with a work order in 2003-04 (125 hours) and Queensland reported the lowest (74 hours), of those jurisdictions able to report these data (table 7A.19). The ACT also reported the highest number of hours worked per offender with a work order in 2003-04 (59 hours) and WA and the NT reported the lowest (40 hours) of those jurisdictions able to report these data (table 7A.19).

Prisoner/offender programs — education

Prisoner ‘education’ is provided as an output indicator of effectiveness (box 7.10).

Box 7.10 Prisoner/offender programs — education

Access to accredited education and training is an important element of providing programs and opportunities that address the risk of offending, maximise the chances of successful reintegration into the community, and reduce the risk of re-offending by prisoners.

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

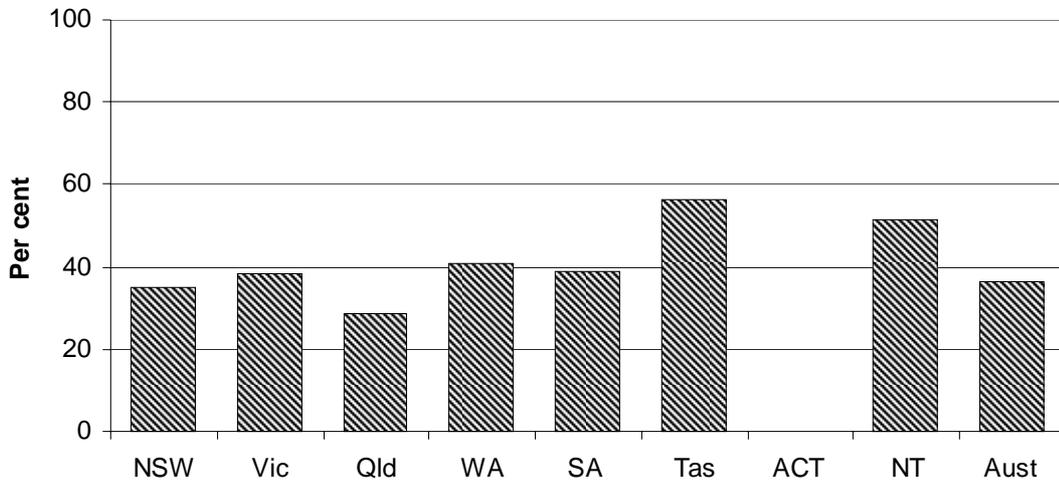
A high 'education' participation rate indicates better performance towards achieving the effectiveness objective of prisoner/offender programs as defined in box 7.1.

This indicator measures only participation in accredited education programs, and does not assess participation relative to individual prisoner specific needs or measure successful completion of educational programs. It does not include a range of offence related programs that are also provided in prisons, such as drug and alcohol, psychological and personal development courses.

Tasmania reported the highest proportion of eligible prisoners undertaking accredited education or training courses in 2003-04 (56.5 per cent) and Queensland reported the lowest (28.5 per cent) (figure 7.13). The proportion of prisoners undertaking different types of education and training courses varied across jurisdictions, with WA reporting the highest proportion in vocational education and training (39.7 per cent), NSW reporting the highest in secondary school sector courses (20.5 per cent), Queensland reporting the highest in higher education (3.1 per cent) and Tasmania reporting the highest in pre-certificate level 1² courses (14.8 per cent) (table 7A.20).

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

Figure 7.13 **Proportion of prisoners enrolled in education and training, 2003-04^a**



^a Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

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

Prisoner/offender programs — personal development

‘Personal development’ is provided as an output indicator of effectiveness (box 7.11).

Only two jurisdictions could report on this indicator for 2003-04 — WA (59.0 per cent) and the NT (41.4 per cent) (table 7A.20).

Box 7.11 Prisoner/offender programs — personal development

Access to personal development programs is an important element in providing programs and opportunities that address the risk of offending, irrespective of whether the offender is in custody or being supervised in the community. Personal development programs are designed to reduce the risk of re-offending.

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

A high ‘personal development’ participation rate indicates better performance towards achieving the effectiveness objective of prisoner/offender programs as defined in box 7.1.

This indicator measures only enrolments in personal development programs, and does not assess participation relative to individual offender specific needs or measure successful completion of a program.

Prisoner/offender programs — offence related programs

The Steering Committee has identified ‘offence related programs’ as an output indicator of the effectiveness of corrective services (box 7.12). No data were available for the 2005 Report.

Box 7.12 Prisoner/offender programs — offence related programs

‘Offence related programs’ for prisoners and offenders aim to address criminogenic behaviour and reduce the risk of re-offending. For prisoners released from custody these programs aim to maximise the chances of successful reintegration into the community.

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

Advice to sentencing and releasing authorities — number of reports recorded

The Steering Committee has identified ‘number of reports recorded’ as an output indicator of the effectiveness of corrective services (box 7.13). No data were available for the 2005 Report.

Box 7.13 Advice to sentencing and releasing authorities — number of reports recorded

Corrective services provide advice to sentencing and releasing authorities to support decision making processes in the justice system in relation to prisoners and offenders.

A relevant indicator is being developed (see section 7.4 for details).

Efficiency

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

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

For community corrections, efficiency indicators are also affected by size and dispersion factors, particularly in jurisdictions where offenders reside in remote communities. These indicators can also be affected by differences in criminal justice system policies and practices — for example, the availability and use of sentencing options that impose particular program or supervision requirements.

Inputs per output unit — cost per prisoner/offender

‘Cost per prisoner/offender’ is provided as an output indicator of efficiency (box 7.14).

Box 7.14 Inputs per output unit — cost per prisoner/offender

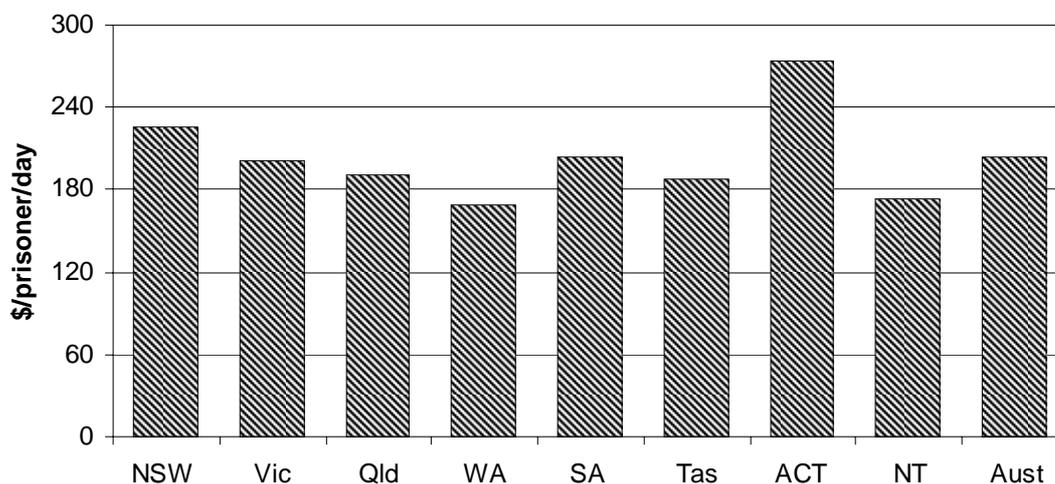
The unit cost per prisoner and offender provides a measure of efficient resource management by corrective services.

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

A low unit cost suggests better performance towards achieving efficient resource management, however, efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, may reflect lesser emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences in the composition of the prisoner and offender populations, geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

The total cost (combined recurrent and capital costs) per prisoner per day in 2003-04 ranged from \$273 in the ACT to \$170 in WA (figure 7.14). WA did not report on asset value for prisons in 2003-04, so its cost data exclude the user cost of capital component, and is therefore not comparable with other jurisdictions.

Figure 7.14 Total cost per prisoner per day, 2003-04^{a, b}



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

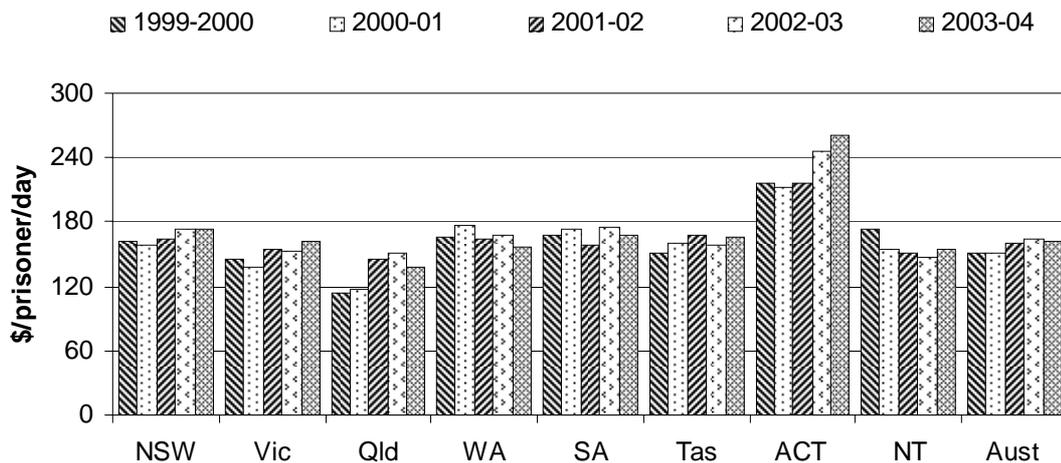
^b WA figures exclude user cost of capital.

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

Average recurrent cost per prisoner per day in 2003-04 (for open and secure prisons combined) ranged from \$261 in the ACT to \$139 in Queensland (tables 7A.6 and 7A.8). Calculating recurrent costs for open and secure custody separately, SA and the ACT reported the highest unit cost for open prisons (which includes periodic detention costs) (\$162) and WA reported the lowest (\$110). The ACT also reported the highest unit cost for prisoners in secure custody (\$396) and Queensland reported the lowest (\$140) (table 7A.6). Recurrent costs per prisoner for the ACT are affected by the fact that nearly all costs relating to ACT prisoners held in NSW prisons are recurrent costs.

Nationally, the real recurrent cost per prisoner per day increased from \$151 in 1999-2000 to \$162 in 2003-04 (figure 7.15).

Figure 7.15 Real recurrent cost per prisoner per day (2003-04 dollars)^{a, b}



^a Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax. ^b Data for previous years were adjusted to 2003-04 dollars using the gross domestic product price deflator (table A.26).

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

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

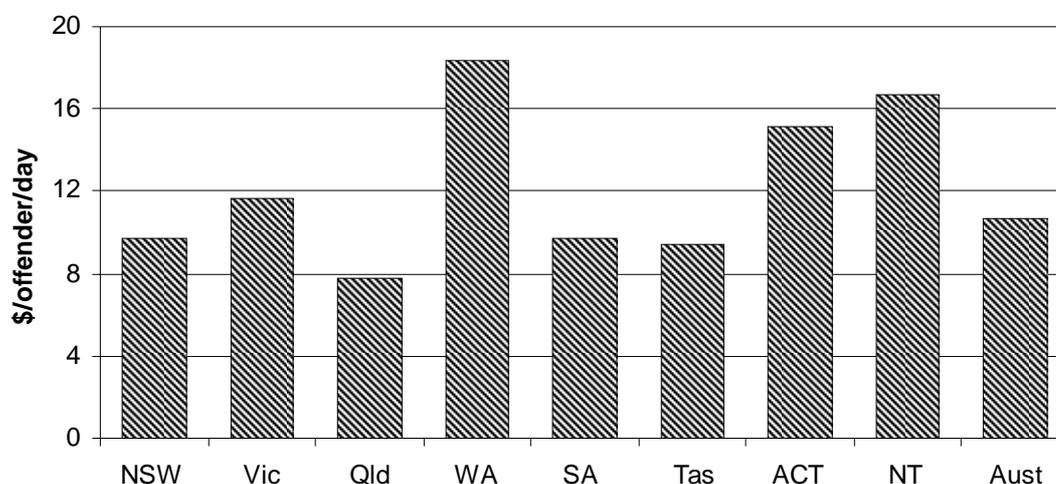
The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately, to allow users to consider any differences in land values across jurisdictions when comparing the data.

The Steering Committee acknowledges that asset valuation data are imperfect and that the treatment of costs does not necessarily fully reflect the cost of public capital used by departments to deliver services (that is, capital has generally been considered ‘free’). This treatment can lead to significant underestimation of costs for those services for which government capital is a major input unless user cost of capital is taken into account.

Capital cost per prisoner per day for 2003-04 (for open and secure prisons combined) ranged from \$52 in NSW and Queensland to \$12 in the ACT (table 7A.6). The ACT capital costs relate to only remand and periodic detention centres in the ACT.

The total cost per offender per day in community corrections in 2003-04 ranged from \$18.30 in WA to \$7.70 in Queensland (figure 7.16).

Figure 7.16 Total cost per offender per day, 2003-04^a



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

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

The average recurrent cost per offender per day in 2003-04 ranged from \$18 in WA to \$7.60 in Queensland (table 7A.9). The capital costs relevant to community corrections are the user cost of capital and depreciation for government owned

community corrections assets. Capital cost per offender per day ranged in 2003-04 from \$0.71 in Victoria to zero in Tasmania (table 7A.9).

Inputs per output unit — cost per movement

The Steering Committee has identified ‘cost per movement’ as an output indicator of the efficiency of corrective services (box 7.15). No data were available for the 2005 Report.

Box 7.15 Inputs per output unit — cost per movement

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

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

Inputs per output unit — cost per report

The Steering Committee has identified ‘cost per report’ as an output indicator of the efficiency of corrective services (box 7.16). No data were available for the 2005 Report.

Box 7.16 Inputs per output unit — cost per report

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

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

Inputs per output unit — offender-to-staff ratio

‘Offender-to-staff ratio’ is provided as an output indicator of efficiency (box 7.17).

Box 7.17 Inputs per output unit — offender-to-staff ratio

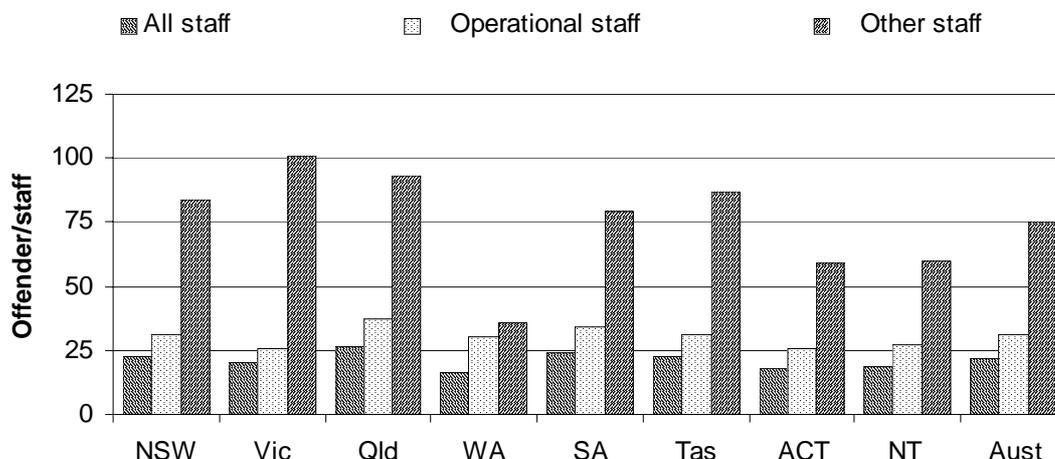
The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. This indicator assesses number of staff relative to the daily average number of offenders to provide a measure of 'snapshot' (a count of individuals at a specific point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

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

A high ratio suggests better performance towards achieving efficient resource management, however, efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A low ratio may, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs of the particular offender population aimed at producing greater efficiencies in the longer term. Offender-to-staff ratios are also affected by differences in geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

Offender-to-staff ratios for community corrections ranged from 26.6 offenders per staff member in Queensland to 16.4 in WA in 2003-04. Queensland also reported the highest ratio of offenders to operational staff (37.2) and ACT reported the lowest (25.2). The ratio of offenders to other staff ranged from 100.7 in Victoria to 35.3 in WA (figure 7.17).

Figure 7.17 Community corrections offender-to-staff ratios, 2003-04



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

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

The Steering Committee has identified ‘offender registrations-to-staff ratio’ as an output indicator of the efficiency of corrective services (box 7.18). No data were available for the 2005 Report.

Box 7.18 Inputs per output unit — offender registrations-to-staff ratio

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

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

Inputs per output unit — prison utilisation

‘Prison utilisation’ is provided as an output indicator of efficiency (box 7.19).

Box 7.19 Inputs per output unit — prison utilisation

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

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

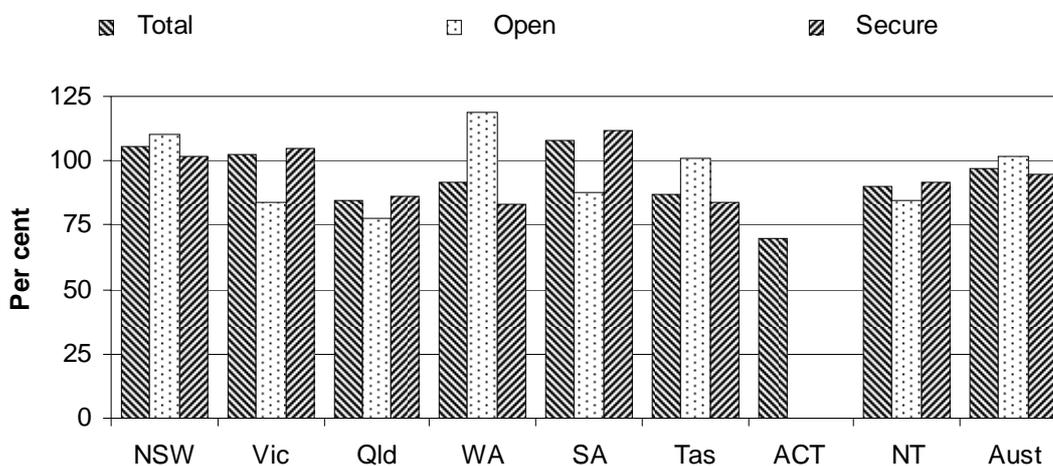
It is generally accepted that the desirable rate of ‘prison utilisation’ falls between 85 and 95 per cent because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security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

Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A high utilisation rate, for example, may adversely impact on custody effectiveness indicators such as ‘assaults’.

'Prison utilisation' for all prisons (open plus secure) in 2003-04 ranged from 108.1 per cent in SA to 70.1 per cent in the ACT. In NSW, Victoria and SA 'prison utilisation' exceeded 100 per cent of design capacity (figure 7.18). (Rates exceed 100 per cent of design capacity when more prisoners are housed in a facility than allowed for in its design.)

The highest open 'prison utilisation' rate was in WA (119.0 per cent) and the lowest was in Queensland (77.8 per cent). SA had the highest secure custody utilisation rate (111.5 per cent) and WA had the lowest (83.1 per cent) in 2003-04 (figure 7.18).

Figure 7.18 **Prison design capacity utilisation rates, 2003-04^a**



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

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

Outcomes

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

7.4 Future directions in performance reporting

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

A number of indicators are being trialed for inclusion in future reports. These include:

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

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

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).

New South Wales Government comments

“ 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 per cent a year since 1999-00. In 2003-04 the daily average prisoner population was 8367; and the daily average periodic detention population was 748. 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 2003-04 the average number of people serving community-based orders was 16 840.

In terms of performance in 2003-04, NSW has shown a number of significant improvements; notably a continued downturn trend in deaths by apparent unnatural causes, a continuing downward trend in prisoner assault rates, and a new record low escape rate. Despite the pressure of increasing demands, community-based outcomes were consistent with previous years and levels of prison utilisation remain within nationally recognised targets.

To meet the increasing demand for custodial and community-based services, the NSW Government opened a number of new and/or expanded correctional facilities. In 2003-04 the Mid-North Coast Correctional Centre in Kempsey was opened along with an expansion of the regional Community Offender Services (COS), Probation and Parole District Office to service the new correctional centre and provide alternatives to custody for the courts. In mid 2004, the Dillwynia Correctional Centre for women located in outer metropolitan Sydney was opened along with an extension of the associated COS facilities at Windsor. NSW expanded COS with additional positions to accommodate recent court and sentencing legislative changes and established a specialised diversion facility for women with mental health disorders along with substance abuse. NSW is proceeding with the planning and development of a correctional centre in the Central West region of NSW located at Wellington. In addition to these new centres, there has been an expansion of the Parklea Correctional Centre to accommodate the increasing inmate population.

During 2003-04, NSW made a significant advancement in the development of the ‘Throughcare model’ incorporating whole of sentence planning and integrated case management, which focuses on the identification and assessment of offender needs and risk of re-offending on entry into the correctional system and on re-integration into the community. NSW has also established E Case Management based on a standardised risk needs assessment within COS and extended into correctional centres. Accredited offender-based programs such as ‘ThinkFirst’ have been provided in correctional centres and in COS, and the Sober Drivers Program has been implemented throughout the State this year. 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 offending behaviour.”

Victorian Government comments

“

In 2003-04, the management and operation of Victoria's corrective services underwent a major integration process to enhance the delivery of adult correctional services by the public and private agencies. The integrated organisation, known as Corrections Victoria, commenced operation on 1 July 2003.

Victoria continued to implement programs funded under the Corrections Long Term Management Strategy (CLTMS) during the year in review. This Strategy comprises an extensive prison infrastructure program, delivery of diversion programs, rehabilitative programs to reduce the risk of re-offending and pre and post-release programs to assist prisoners re-integrate into the community. During 2003-04 Victoria's prisoner population fell almost 4 per cent, the first significant decline in 12 years.

The main achievements during 2003-04 were:

- The infrastructure program continued to upgrade cell safety and fire prevention in existing prisons as well as constructing three new prisons — a 600 bed maximum security remand prison, a 300 bed medium security programs facility and a 120 bed minimum security prison.
- In January 2004, a three year pilot Home Detention program commenced. The program provides a front-end sentencing option as well as a pre-release option to assist the re-integration of prisoners into the community and will provide supervision for up to 80 offenders at any one time.
- As an initiative of the Victorian Aboriginal Justice Agreement, a 20 bed residential facility will be built to provide a diversionary option for Indigenous male offenders on Community Correctional Services orders. A rural site in central Victoria has been selected and developmental work on the facility is underway.
- Consistent with Government's policy aims, in the last four years Community Correctional Services has experienced a 23 per cent growth in the daily average number of offenders. An evaluation of the Community Correctional Services re-development initiatives is under way.
- Independent evaluations of the Community Correctional Services Re-development, Housing Pilot and Employment Pilot which were CLTMS initiatives were progressed.
- An actuarial risk/need assessment tool (Victorian Intervention Screening Assessment Tool) was developed and successfully piloted in June 2004. Roll-out to community corrections and prisons is scheduled for 2004-05.

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Queensland Government comments

“ Queensland’s Department of Corrective Services managed a daily average prison population of 5264 during 2003-04 compared to 5067 in the prior reporting period, reflecting continued growth in the prisoner population in Queensland. Indigenous peoples were reported as representing 23.5 per cent of the prisoner population.

The Department continued to maintain a safe, secure and humane correctional system. Points of particular note include no escapes from a secure custody prison, out-of-cell hours above the Australian average and appropriate overall use of cell accommodation as indicated by prison capacity utilisation rates.

The daily average number of persons on community correction orders in Queensland was 11 468 — a similar number to that reported last year. As with the prisoner population, the number of persons on community corrections orders was the second highest of all jurisdictions.

Perhaps the most significant initiative of the year was a review of the Department’s business model. The aim of the review was to ensure that the new approach to improved frontline service delivery would be reflected and supported by a revitalised organisational structure. The new structure will be operational by 1 February 2005.

Other key initiatives during 2003-04 included:

- continuation of the expanded drug testing program for offenders on community-based orders
- implementation of a programs accreditation panel that seeks to improve the quality and effectiveness of intervention programs and services delivered to offenders
- collaboration in the design, specification and production of new perimeter vehicles, which will meet “best practice” workplace health and safety standards
- continued participation in the cross-agency drug court pilot.

Development work continued in 2003-04 on the Department’s information system which will support the integrated offender management strategy. The system is scheduled for deployment during 2004-05.”

Western Australian Government comments

“

During 2003-04, Western Australia focussed on implementing a number of key strategies in the areas of; reducing the supply and demand for drugs within the custodial system, the ongoing assessment of the Pharmacotherapy programs for prisoners and re-entry initiatives that have been designed to assist offenders leaving custodial settings and re-establishing pro-social lifestyles in the community.

Ongoing work is occurring with the refinement of systems and processes to monitor the success of these key Departmental strategies.

Boronia, the new low security Pre-Release Centre for women prisoners became operational in May 2004. It signalled a significant shift in the way women prisoners are managed and rehabilitated, equipping women prisoners with important life skills and reducing their risk of re-offending.

With the proclamation of new sentencing legislation also occurring during 2003-04, Western Australia has seen changes to the length of prison terms, with the abolition of sentences six months or less, and alterations to the managing of release to parole with the introduction of CEO approved parole orders for prisoners serving terms of twelve months or less.

The prisoner population in Western Australia increased during 2003-04, however, it was less than the prisoner population projections for 2003-04 established prior to the reducing imprisonment strategies.

In March 2004, Western Australia established and commenced a State-wide Aboriginal Justice Agreement. The Agreement aims to address the over-representation of Aboriginal people in the criminal justice system and provides a framework for justice-related State Government agencies to work collaboratively and coordinate programs and services.

A review into the case management of ‘high risk’ offenders under supervision in the community was undertaken for the Department in October 2003. The review found that Western Australia’s management of offenders was equal to the best in Australia and overseas. However, the review did make a number of recommendations aimed at improving risk management practices. Western Australia has responded by implementing initiatives to address the recommendations.

Western Australia developed a set of outcome-based Key Performance Indicators for managing offenders in the community and has incorporated the data needs for these indicators into the establishment of a new community-based information system. This new system will become operational in 2004-05 and will improve the ability of field staff to manage data about offenders and case management and allow research staff to extract quantitative data for the purpose of performance monitoring.

”

South Australian Government comments

“ The high prison utilisation rate in SA has been problematic for some time. The secure imprisonment rate has averaged around 110 per cent of design capacity for a number of years. In response the Government has commissioned a fifty-bed medium security extension of its Mobilong (Murray Bridge) facilities. The original design capacity of the prison was 160 persons. Additional accommodation (80) beds were provided in 1996. The new construction will increase the capacity of the prison to 290. The Department (for Corrections) is pursuing like options in regard to the extension of prison capacity in other locations.

As at 30 June 2004 there were 6238 offenders on Community Correction Orders. For the 2003-04 financial year 8749 Community Corrections Orders were completed. This throughput is slightly less than the previous year. The reduction in numbers is attributed to diversionary options available to the courts. In assisting develop such options the Department has committed significant resources to a “Throughcare Coordination Project”. The intent is to create pathways for improved service delivery for both external and internal services to the Department. The project will work across the full continuum of DCS service environments, commencing in the community, then through court, remand, sentence, community corrections, and back to community.

The Department continues in its commitment to the Aboriginal Reconciliation Framework through its involvement in the Aboriginal Lands Task Force (convened by the Department of Premier and Cabinet) and through its continued efforts to improve correctional services and programs in the Anangu-Pitjantjatjara lands. The Department is also actively involved in the Cross-Border Justice Project (initiated by the Chief Executives of the Justice Portfolios in WA, SA and the NT). This project is involved in the identification of avenues of possible cross-jurisdictional cooperation in the delivery of justice services to the communities of the “lands”. Through its Aboriginal Services Branch the Department has also committed to increase the delivery of culturally sensitive programs to Indigenous offenders. A number of projects are in place to ensure this commitment is met.”

Tasmanian Government comments

“ In 2003-04 Tasmania experienced further growth in the daily average prisoner population, with figures reflecting a total increase of more than 23 per cent since 2000-01. The unprecedented numbers have placed further pressure on staff and facilities, with the need to incorporate additional accommodation into existing facilities continuing to increase.

In recent years the Government commenced the Prisons Infrastructure Redevelopment Program which will create a new men's maximum security prison, a Secure Mental Health Unit and re-develop existing facilities at the Risdon site. The Program has entered the construction phase with site preparation for the new facilities now well underway. In January 2004, the Ron Barwick Medium Security prison was decommissioned to make way for the new men's maximum security facility, further compounding accommodation issues.

We look forward to developing a system in which we can not only offer inmates better opportunities for rehabilitation and development within a safe, secure setting, but also one in which we can offer our staff a modern and more comfortable working environment, as well as new opportunities for training, development and career progression, with an operating model that lends itself more readily to team-based work.

Community Corrections experienced a continued increase in the demand for service over the 2003-04 period. A high staff turnover, in comparison to previous years, also contributed to the pressure placed on this service. Consistent with the State Government's Tasmania *Together* strategy, and the Community Corrections Business Plan, initiatives progressed during this period include: improving the effectiveness of the offender information system; revitalising staff development forums; further development of a cognitive skills program; review of the management structure and planning of a professional supervision trial; further development of the community service order scheme; development of an induction process, and policy and procedures manuals; and a working party was formed with Offender Services, Custodial Corrections to work towards achieving an integrated offender management system.

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

Australian Capital Territory Government comments

“ In 2003-04, significant decreases in ACT detainee numbers resulted in a further overall increase in the recurrent cost per prisoner day due to the ACT absorbing similar custodial costs compared to the previous year. The high ACT costs per prisoner day are attributable to poor economies of scale and the fact that a relatively small number of detainees are divided between two remand facilities. The ACT has no control over prisoner per day costs of prisoners accommodated in NSW correctional facilities under a contractual agreement.

The decision by the ACT Government to establish a publicly managed correctional centre in the ACT will lead to the repatriation of ACT prisoners from NSW. The new prison will replace the Belconnen Remand Centre and the Symonston Temporary Remand Centre. The operating philosophy and model of the new prison will be consistent with the ACT *Human Rights Act 2004* and sit within the framework provided by the Canberra Plan. It is expected to be operational in 2007.

In 2003-04, there was a slight increase in the home detention (HD) figures from the previous year, although the uptake of HD has still been slower than expected resulting in higher costs per HD day. It is anticipated in 2004-05 that demand will significantly increase as it becomes available as an option for persons on remand. A legislative review of the HD scheme, undertaken in September 2003, concluded that the provisions in the legislation operate effectively.

The ACT continues to focus on the development of rehabilitation programs for offenders and remand prisoners. An initiative was developed to tackle high volume, recidivist property offenders, and it is anticipated that this will lead to a reduction in the overall rates of property crime in the ACT. The initiative reflects increased cooperation between agencies, in particular police, housing and health. This evidence-based initiative will be launched in 2004-05.

The greater emphasis on offence-related programs shows that the increased cost per offender day reflects the greater investment of resources being made by the ACT to rehabilitate offenders, rather than decreased efficiency. This is illustrated by the significant increase in the successful completion of community corrections orders from 78.8 to 86.9 per cent. The average daily number of Indigenous offenders managed by Community Corrections was 98, six fewer offenders than the previous year.

The ACT is examining its current policies and procedures in light of the introduction of the *Human Rights Act 2004*. ”

Northern Territory Government comments

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

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

Each correctional centre has a bed capacity of 400, with a realistic capacity of approximately 380 each, depending on security classifications. In 2003-04 the average occupancy was 90 per cent a figure that falls within the preferred range of design capacity. At the Darwin Correctional Centre (DCC), the daily average number of prisoners was 374 and at Alice Springs Correctional Centre (ASCC), the daily average was 345.

During 2003-04 the NT Government commissioned a review of Adult Custodial Services in the Northern Territory. The 71 recommendations of the review aim to raise the professional status and recognition afforded to prison officers through increased training and professional development opportunities, improve systems and reduce reoffending through rehabilitation programs. Cabinet endorsed the recommendations in March 2004 with funding of \$26.5 million provided to implement the recommendations over four years.

Other significant highlights and achievements in 2003-04 were:

- Commissioned an intercom system at the Low Security Cottage facility at the ASCC.
 - Introduced a Drug Prevention Strategy and procedures at both DCC and ASCC.
 - Prisoners provided over 38 000 hours of work through the Community Support Program. Work included: aid to non-profit organisations, help the elderly and disabled, removing graffiti, environmental clean ups, building improvements and regeneration of native wildlife environments in Darwin and Alice Springs.
 - Introduced a Prisoner Driver Education and Training program at ASCC for the purpose of prisoner reintegration into the community by allowing prisoners to obtain a driver's licence. This initiative has been very successful with a number of prisoners obtaining their licences for the first time. This program will be introduced at DCC during 2004-05.
 - Provided administrative support to facilitate the expansion of the Parole Board as a result of legislative amendments in February 2004.
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7.6 Definitions of key terms and indicators

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

Community corrections staff	Operational staff refers to staff whose main responsibility involves the supervision or provision of support services directly to offenders, for example, probation/parole/community corrections officers, home detention officers, case managers, program co-ordinators, and court advice workers. Other staff refers to staff based in Head Office or officers in the field whose responsibilities are managerial or administrative in relation to offender management. Staff members who perform a mix of caseload and administrative functions are allocated proportionately to each category based upon the workload assigned to that position.
Community custodial facilities	Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) in Queensland.
Completion rate of community orders	The proportion of community orders successfully completed (by order type) within the counting period.
Cost per movement	The average cost per movement of transporting and escorting prisoners under the supervision of corrective services. Includes the costs of contracted transport services.
Cost per report	The average cost per report prepared by corrective services providing advice to sentencing and releasing authorities.
Daily average prisoner/periodic detention/offender population	The average number of prisoners, periodic detainees and/or offenders during the counting period.
Education rate	<p>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:</p> <ul style="list-style-type: none"> • those in centres where the policy is not to provide education programs or where education programs are not available (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), and
- subgroups of the above categories.

**Escapes/absconds
rate (open/secure)**

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.

Home detention

A corrective services program requiring offenders to be subject to supervision and monitoring by an authorised corrective services officer while confined to their place of residence or a place other than a prison.

Imprisonment rate

The annual average number of prisoners per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.

**Inactive order
and/or in suspense**

Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.

Indigenous

Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self-disclosure.

**New offender
registrations-to-staff
ratio**

The level of staff supervision based on the number of staff employed and the total number of new offender registrations (that is, the number of new and/or existing offenders registered with community corrections during the counting period with a new set of orders).

**Number of
correctional facilities**

A facility gazetted as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including community custodial facilities and 24-hour court cell centres .

**Number of
reports recorded**

The number of pre- and post-sentence reports prepared by corrective services providing advice to sentencing and releasing authorities.

**Offence-related
programs**

A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.

Offender

An adult person with a current community-based corrections order (including bail supervision by corrective services).

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

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

**Transitional
Centre**

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

**Unnatural
deaths rate**

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

- who is in prison custody
- whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody
- who dies or is fatally injured in the process of prison officers attempting to detain that person
- who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody, and
- there is sufficient evidence to suggest, subject to a Coroner's finding, that the most likely cause of death is homicide, suicide, an accidental cause or a drug overdose. The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.

Work order

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

Source: NCAG (2004).

7.7 Reference

NCAG (National Corrections Advisory Group) 2004, *Data Collection Manual 2003-04*, Canberra, unpublished.