
10 Corrective services

Corrective services 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 protection, rehabilitation and reparation to the community.

In this Report, corrective services comprise prison custody (including periodic detention) and a range of community correctional orders and programs for adult offenders. Both public and privately operated facilities and services are included.

A profile of the corrective services sector is discussed in section 10.1. Policy developments and how these may affect the collection and reporting of data are briefly discussed in section 10.2. The revised framework of performance indicators is outlined in section 10.3 and the data collected are discussed in section 10.4. Future developments in performance reporting are broadly discussed in section 10.5. The chapter concludes with jurisdictional comments in section 10.6 and definitions of terms in section 10.7.

Supporting tables for chapter 10 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel 97 format as `\Publications\Reports\2001\Attach10A.xls` and in Adobe PDF format as `\Publications\Reports\2001\Attach10A.pdf`.

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 10A.3 is table 3 in the electronic files). Supporting tables may be subject to revision. The most up-to-date versions of these files may be found on the Commission's Review web page (www.pc.gov.au/service/gsp/2001/). Users without Internet access can contact the Secretariat to obtain up-to-date versions of these tables (see the details inside the front cover of the Report).

10.1 Profile of corrective services

Service overview

Corrective services include both prison custody and a range of community based correctional orders. However, the scope of this chapter does not extend to:

- juvenile offenders (who are generally the responsibility of State and Territory community or human services departments);
- persons held in institutions to receive psychiatric care (who are generally the responsibility of health services);
- prisoners held in police facilities or custody (who are covered in the police services chapter); and
- persons held in facilities such as immigration and military detention centres.

As discussed in the 'Justice preface', the operation of corrective services is heavily influenced by, and in turn influences, the other two arms of the criminal justice system — police and courts. Corrective service functions in some jurisdictions include responsibilities that belong to different justice sector agencies in other jurisdictions — for example, prisoner escorts, the management of prisoners held in court cells, the management of prisoners in police cells, and the prosecution of community correction order breaches. As part of the review of the indicator framework, these functions are being identified and separately measured to ensure comparability across jurisdictions. However, many of the relevant measures are still under development in 1999-2000 and are not included in this Report.

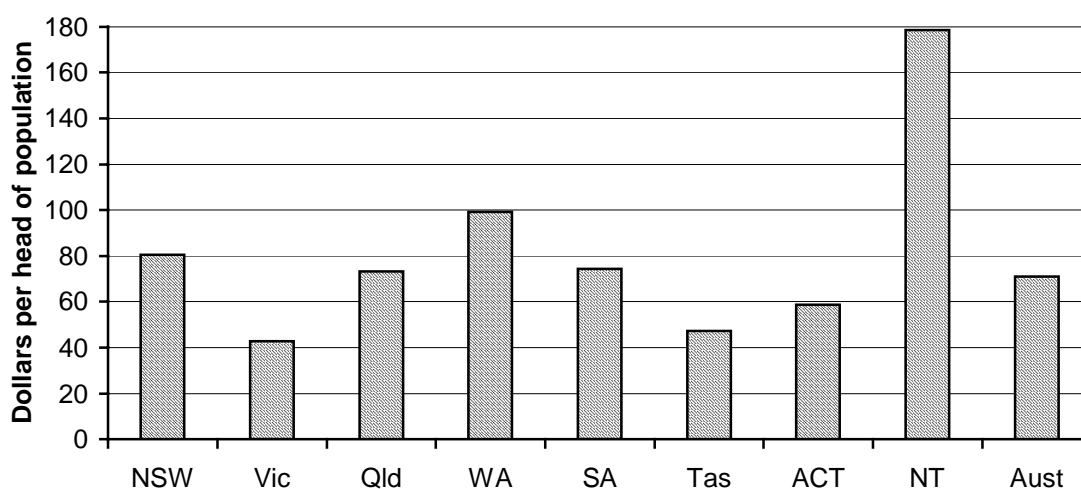
Roles and responsibilities

Corrective services are the responsibility of State and Territory governments which deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. Each jurisdiction maintained prison facilities during the reporting period comprising, except in the case of the ACT, both open and secure custody facilities. The ACT maintained one remand prison and one periodic detention facility, with prisoners sentenced in the ACT being held in NSW prisons under contractual arrangements between the two jurisdictions. Four jurisdictions (NSW, Victoria, Queensland and SA) operated private prisons in 1999-2000. NSW and the ACT provided for periodic detention of prisoners — for example, weekend detention in prison, whereby prisoners are able to return home and maintain work commitments during the week.

Funding

Nationally, systemwide recurrent expenditure on corrective services (net of revenue derived from own sources) totalled \$1345 million in 1999-2000 — \$1174 million (87 per cent) for prisons, \$137 million (10 per cent) for community corrections and \$35 million (3 per cent) for transport and escort services. Recurrent expenditure per capita ranged from \$43 in Victoria to \$179 in the NT. Nationally, recurrent expenditure was \$71 per person (figure 10.1).

Figure 10.1 Total recurrent expenditure per total population, 1999-2000^a



^a Total recurrent expenditure refers to the total expenditure for all corrections (prisons, transport and escort services, and community corrections) net of recurrent receipts (own source revenues) but including payroll, capital asset charges, and other associated expenses for jurisdictions reporting on these figures in 1999-2000. Per capita cost is calculated per person (that is, refers to persons of all ages, not just adult population), based on the estimated resident population at June 2000 (ABS 2000).

Source: table 10A.6.

Size and scope of sector

In 1999-2000, there were 98 prisons (including 13 privately operated prisons) across Australia, 11 periodic detention centres (located in NSW and the ACT) and nine 24-hour court cell facilities under the responsibility of corrective services in NSW, totalling 118 facilities throughout Australia (table 10A.2).

On average, 20 753 people per day were held in Australian prisons during the year (excluding periodic detainees) — an increase of 4.5 per cent over average daily numbers in the previous year. Additionally, 1334 people on average were serving periodic detention orders in NSW and the ACT in 1999-2000 — a decline of 6 per cent from 1998-99. Thirty per cent of prisoners (excluding periodic detainees)

were held in open prisons (facilities containing prisoners classified as low security) in 1999-2000 and 71 per cent were held in secure facilities. A daily average of 3188 prisoners (or 15 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year. The proportion of prisoners held in private prisons ranged from 8 per cent in NSW and SA to 46 per cent in Victoria in 1999-2000 (table 10A.1).

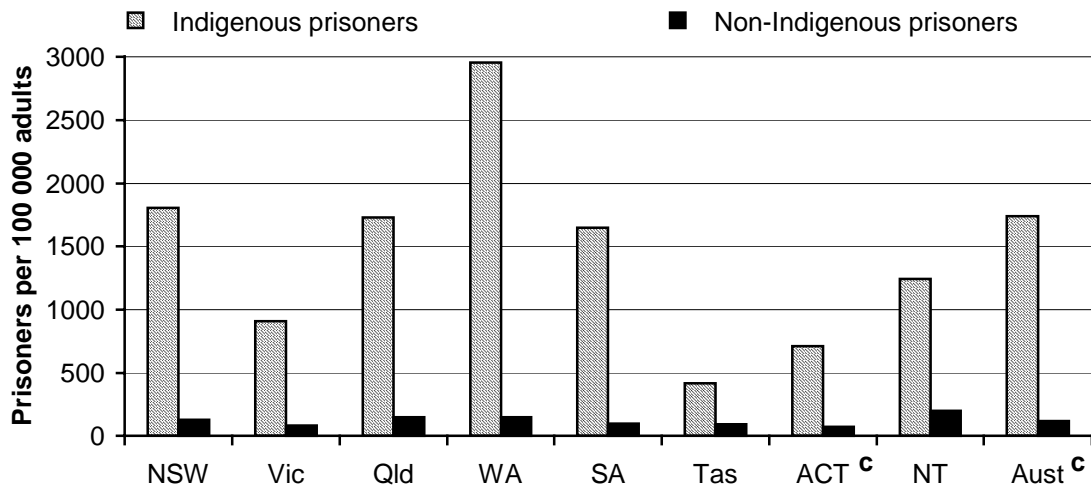
Nationally, the daily average number of prisoners in 1999-2000, comprised 19 442 males and 1310 females (94 per cent and 6 per cent of the prison population respectively) and the daily average number of Indigenous prisoners was 4041 (or 20 per cent of prisoners nationally) (table 10A.1).

The rate of imprisonment is the number of prisoners (excluding periodic detainees) per 100 000 of the general population aged 17 years and over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age (Victoria, Queensland and, for the majority of 1999-2000, Tasmania and the NT) or per 100 000 of the general population aged 18 and over in those jurisdictions where the age for adult custody is 18 years for the reporting period (NSW, WA, SA and the ACT). In Reports up to the 1997-98 reporting year, imprisonment rates were calculated against a general population aged 17 years and over for every jurisdiction. Thus, rates prior to 1998-99 are not directly comparable with data published in this Report.

The national rate of imprisonment for all prisoners was 143 per 100 000 Australian adults in 1999-2000. The national rate was 272 per 100 000 adults for male prisoners and 18 for female prisoners. The national imprisonment rate per 100 000 Indigenous adults was 1738 in 1999-2000 compared with a rate of 117 for non-Indigenous prisoners (table 10A.4). Tasmania reported the lowest rate of Indigenous imprisonment (417) and WA reported the highest (2954), while the ACT reported the lowest non-Indigenous prisoner rate (75) and NT reported the highest (196) (figure 10.2).

All jurisdictions operate community corrections programs. Community corrections comprise a variety of non-custodial programs (listed for each jurisdiction in table 10A.17). 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 restrictions on the person's freedom of movement in the community (as with home detention). There is no single objective or set of characteristics common to all community corrections programs, other than that they generally provide either a non-custodial sentencing alternative or a post-custodial mechanism for re-integrating prisoners into the community under continued supervision.

Figure 10.2 **Indigenous and non-Indigenous imprisonment rates, 1999-2000^{a, b}**



^a Imprisonment rates for all prisoners are based on the daily average prisoner population supplied by States and Territories, calculated against adult Indigenous and Non-Indigenous population estimates (Australian Bureau of Statistics figures supplied by the National Centre for Crime and Justice Statistics). ^b Jurisdictional comparisons need to be interpreted with caution, especially against those States and Territories with low Indigenous populations, where small number effects can introduce statistical variation that does not accurately represent real trends over time or consistent differences to other jurisdictions. ^c ACT data include prisoners held on remand in the ACT and ACT prisoners held in NSW prisons. Australian rates are calculated to exclude any double counting of ACT prisoners held in NSW prisons.

Source: table 10A.4.

Community corrections include post-custodial programs under which prisoners released into the community continue to be subject to corrective supervision (as with parole, release on licence, pre-release orders and some forms of home detention). They also include orders imposed by the court as a sentencing sanction, such as suspended sentences, court-imposed home detention, community service orders, probation, intensive supervision orders and recognisance. In most jurisdictions, fine default orders fall under community corrections, as does bail in some jurisdictions. Each jurisdiction has reparation and supervision orders, and restricted movement orders are available in all jurisdictions except Victoria, Tasmania and the ACT.

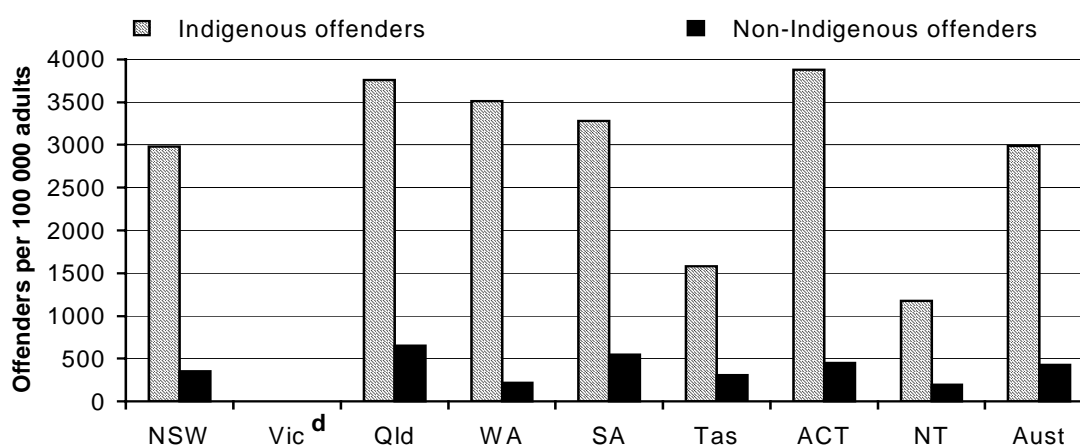
On average, 58 979 offenders per day were serving community corrections orders across Australia in 1999-2000 (table 10A.3). This daily average comprised 47 575 males (81 per cent) and 11 215 females (19 per cent), and 189 offenders whose gender was separately reported as not known. The daily average also comprised 6528 Indigenous offenders (11 per cent of the total community correction population) and 45 569 non-Indigenous offenders (77 per cent). The daily average number of Indigenous community correction offenders was not available in Victoria

in 1999-2000. In other jurisdictions, non-Indigenous offender data may also include some offenders whose Indigenous status was not known or not reported.

The community corrections rate is the daily average number of offenders serving community corrections orders per 100 000 of the general population aged either 17 or 18 years and over, depending on the relevant age of entry to the adult correctional system in each jurisdiction. Nationally, the rate was 407 per 100 000 adults in 1999-2000. The national rate for female community correction offenders was 153 per 100 000 adults, compared with 667 for males. For Indigenous offenders, the national rate was 2986 per 100 000 Indigenous adults compared with 430 for non-Indigenous offenders (excluding Victoria, where the daily average number of Indigenous offenders was not available) (table 10A.4).

NT reported both the lowest Indigenous and non-Indigenous offender rates in 1999-2000 (1176 and 194 per 100 000 adults respectively). The ACT reported the highest Indigenous offender rate (3876) and Queensland reported the highest non-Indigenous offender rate (658) (figure 10.3). However, these comparisons need to be interpreted with caution, especially for States and Territories with low Indigenous populations, where small number effects can introduce statistical variation that does not accurately represent real trends over time or consistent differences from other jurisdictions.

Figure 10.3 **Indigenous and non-Indigenous community corrections rate, 1999-2000^{a, b, c}**



^a Rates are based on the daily average offender population supplied by States and Territories, calculated against a general Indigenous/non-Indigenous population of either 17 or 18 years and over, depending on the age at which persons are received into adult custody. ^b Jurisdictional comparisons need to be interpreted with caution, especially for those States and Territories with low Indigenous populations, where small number effects can introduce statistical variation that does not accurately represent real trends over time or consistent differences from other jurisdictions. ^c Non-Indigenous offender rates may also include some offenders whose Indigenous status was not known or not reported. ^d Victoria does not have community corrections data disaggregated to Indigenous and non-Indigenous offenders.

Source: table 10A.4.

10.2 Policy developments in corrective services

Transition from custody to community

A key policy issue for corrective services in 1999-2000 was the continuing focus on policies and programs that address the transition from custody to community, including the continuity of services between full-time custody and community corrections.

Maintaining and strengthening community links for persons in custody, particularly with partners and families, is an important aspect of effective rehabilitation. This is addressed, for example, through corrective services' commitment to prison visit programs and through the provision of facilities and services that enable female prisoners to continue to care for their babies and young children within the prison environment.

Rehabilitation is also supported by the provision of opportunities for prisoners to enhance education and employment skills and engage in preparation for release programs while in custody, as well as the facilitation of access to employment on release (via the support provided in community correction post-release programs). Greater attention is also being given to the evaluation of prisoner programs and the implementation of best practice models in program design.

The framework of performance indicators for corrective services is being continually refined to reflect the importance of community based programs and services that facilitate this transition from prison custody to living in the community, and that support correctional objectives relevant to rehabilitation and reparation. Specific indicators to assess these aspects are under development.

Whole-of-government approaches to the prevention of illicit drug use

There is a continuing need to address drug abuse issues among prisoners and offenders. Existing and new programs and policies are being considered by corrective services in the context of a whole-of-government approach to dealing with drug abuse in many jurisdictions. This includes responding to legislative options (such as the Drug Courts available in some jurisdictions), or the range of innovative sentencing options available in many other jurisdictions (such as diversionary mechanisms, restorative justice, mediation and combinations of conditions of community correction orders that target specific offender needs and circumstances).

These sentencing options require corrective services to develop a range of programs and facilities to appropriately address the conditions imposed. Criminal justice system initiatives to address drug related offences pose particular challenges, given the need to balance secure custody with treatment and rehabilitation objectives. Thus, individual case management and detailed risk assessment of prisoners and offenders are needed to ensure appropriate levels of supervision and custody consistent with meeting the requirements of the court order and addressing the individual needs of the prisoner or offender. The approach also requires greater cooperation on the part of government agencies responsible for the various aspects of prisoner and offender care (for example, health and welfare agencies), to ensure an integrated approach to the management of the prisoner or offender.

Indicators to address the effectiveness of programs in addressing the diverse needs of offenders and prisoners are an important component of the corrective services framework. Specific indicators relevant to the detection of drug use are also under development.

Reparation to the community

One objective for corrective services (box 10.1) is reparation. That is, to ensure work undertaken by offenders benefits the community, either directly or indirectly (by reducing costs to the taxpayer). All jurisdictions have a strong commitment to community reparation through the performance of community work by offenders. For example, in 1999-2000, offenders on community correction orders worked over 3 million hours of community work. Some prisoners also undertake community work programs.

A continuing policy issue for corrective services, as for the wider criminal justice system, is the need to balance community expectations of compensation and reparation for crimes committed against other sentencing objectives (such as deterrence, punishment, rehabilitation, and containment), and to balance the manner in which these diverse sentencing goals are expressed in correctional objectives (such as requirements to maintain prisoner security and community safety as well as minimum standards of prisoner care). The indicator framework reflects the importance of community work as a key aspect of community reparation.

Various issues affect the opportunity to address these diverse expectations effectively, including: the growth in prisoner and offender numbers (which continued in 1999-2000); changes in the characteristics of the prisoner and community correction offender populations; the time and cost of increasing prison capacity by constructing new prisons and expanding existing facilities; and the resources available to develop and operate programs and facilities, both in custody and in the community.

10.3 Framework of performance indicators

The National Corrections Advisory Group review of key indicators highlighted the diversity of correctional activities and the differences in service provision and data collection across jurisdictions. As a result, the corrections framework has been revised in this Report to more accurately represent the major functions and activities of correctional systems. All existing indicators have been incorporated into the revised framework, although some have been repositioned. The new framework has been approved by Corrective Services Administrators and endorsed by Corrective Services Ministers.

Performance is reported against six key result areas based on the common objectives for corrective services (box 10.1). As part of the review of the performance indicator framework, the five objectives presented in previous years have also been revised.

Box 10.1 Objectives for corrective services

Corrective services' *effectiveness* indicators relate to the objectives of:

- containment — 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);
- offender programs — to provide programs and opportunities that address the causes of offending and maximise the chances of successful re-integration into the community; and
- advice to sentencing and releasing authorities — to provide sentencing and releasing authorities with advice to assist on the determination of the disposition of offenders, their release to parole, and necessary conditions for their supervision and post-release supervision.

(continued next page)

Box 10.1 (continued)

These objectives are to 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 so as to efficiently cost and effectively deliver correctional services.

Key changes to the framework are:

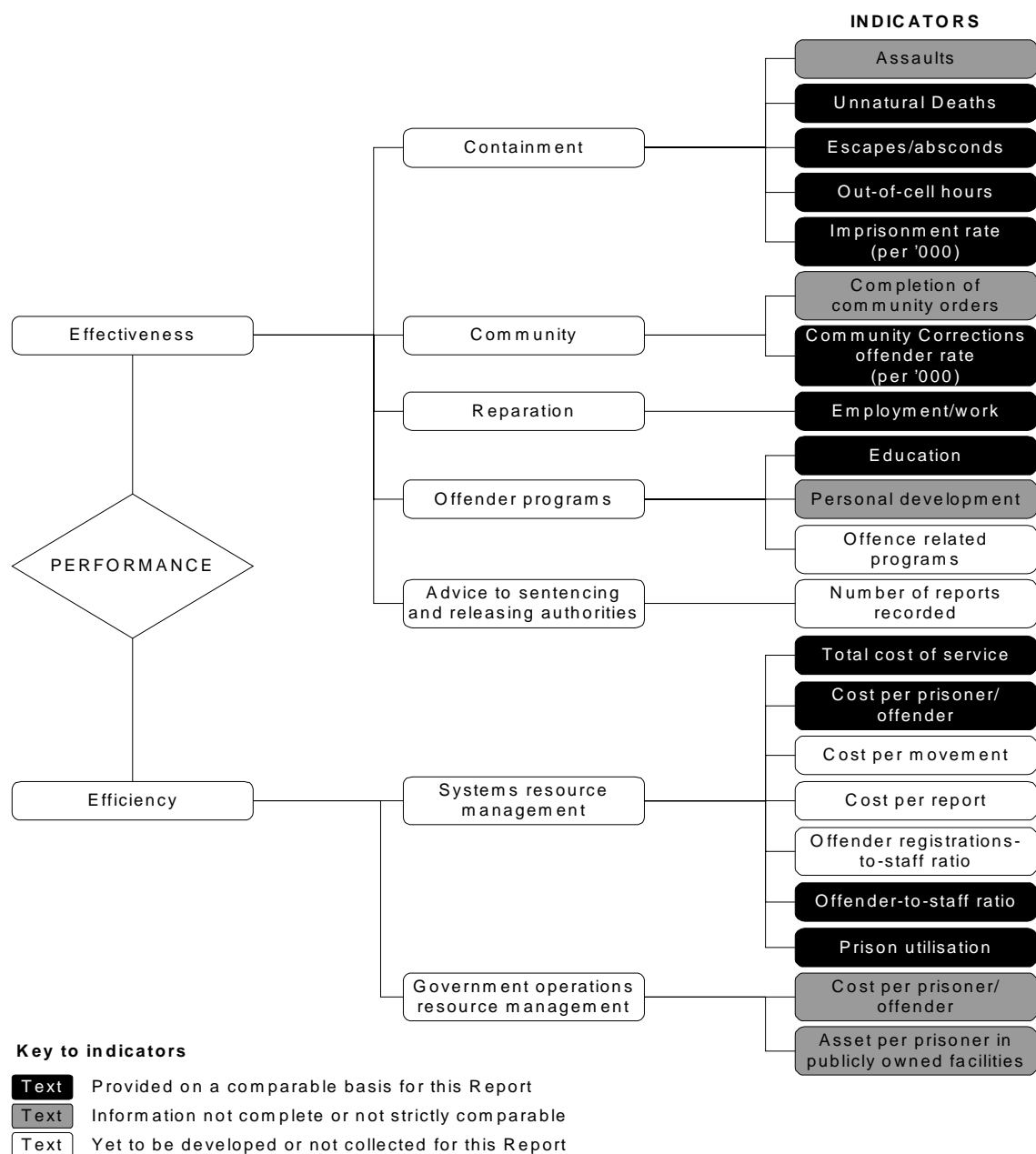
- the separation of containment and supervision aspects of prisoner and offender management to give appropriate recognition of the role of community corrections and the different responsibilities of custodial and non-custodial sanctions;
- the introduction of new separate measures to assess the efficiency and effectiveness of advice undertaken by community corrections staff to sentencing and releasing authorities; and
- the realignment of efficiency indicators to more appropriately reflect the different components relevant to measuring the efficiency of corrective services in a manner that addresses differences in corrective services activities and responsibilities across jurisdictions.

Community corrections orders have been reclassified into three categories. Restricted movement orders subject offenders to a system of restricted movement, including supervision or electronic monitoring. They replace the previous category of home detention. Reparation orders place offenders under a community service bond or order that requires them to undertake unpaid work or fine options. It replaces two previous categories — community service bonds/orders and fine option orders. Supervision (compliance) orders apply to all other offenders. The aim of refining these categories is to ensure they more closely align with the revised framework of indicators and to improve consistency between jurisdictions.

Definitions and counting rules were also refined during 1999-2000 as part of the continuing effort to ensure jurisdictional comparability on all indicators. Past years data have been updated where possible, in accordance with refined counting rules and definitions. This Report presents some historical data that may be different from data published in the previous Report for a number of jurisdictions (and tables have been footnoted accordingly). In other cases, it has not been possible to re-calculate historical data, so any conclusions about changes within individual jurisdictions need to be considered in this context.

Figure 10.4 provides performance indicators for each of the objectives identified in box 10.1. Jurisdictions continue to investigate comparability issues through the National Corrections Advisory Group each year and work to improve the counting rules for performance measures.

Figure 10.4 Performance indicators for corrective services



Relevant effectiveness indicators such as assaults and escapes are reported separately for periodic detainees. Relevant efficiency indicators such as unit cost per prisoner include periodic detainees with prisoners, calculated on a 2/7 basis to

reflect that prisoners in periodic detention spend two days a week in prison. Given the ACT's unique circumstances of contracted service arrangements, the ACT indicators have been 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).

Certain indicators are under development and, while not published in this Report, are expected to be included in future Reports. These indicators include: offence related programs; the number of reports recorded; the cost per movement; the cost per report; and offender registrations-to-staff ratio.

10.4 Key performance indicator results

Differences in the settings for service delivery, 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.

Effectiveness

Containment

Prison indicators of containment are particularly vulnerable to the effects of small numbers, especially when expressed as a rate of total prisoner populations in jurisdictions with relatively small average daily prisoner populations. Given small absolute numbers in many cases, care should be used when comparing effectiveness indicators across jurisdictions and over time within jurisdictions. A single death in the smallest jurisdiction, for example, can double the rate of deaths in custody, but six deaths in the largest jurisdiction may change the rate by only one percentage point.

Assaults

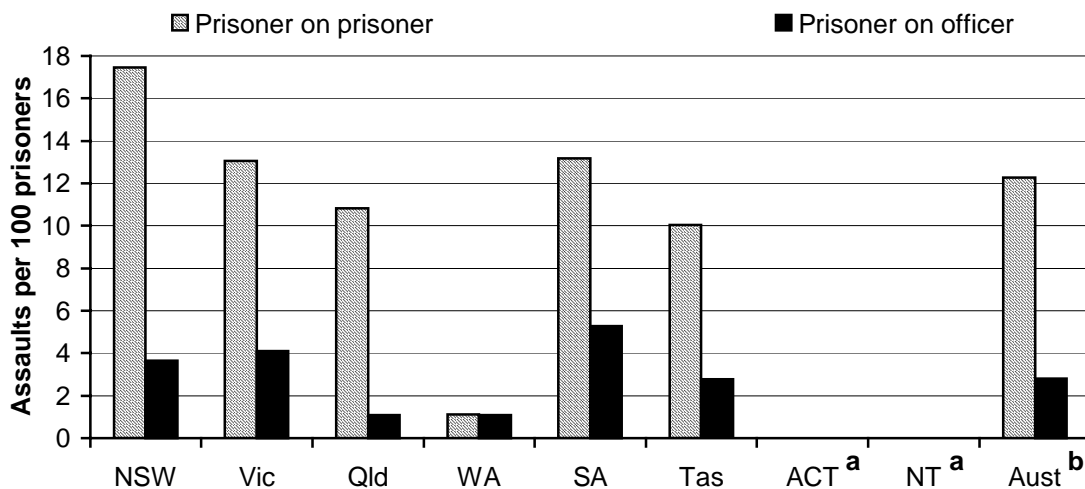
Assault incidents are counted differently by jurisdictions. The type of assault is not weighted for severity and may range from a relatively minor incident, to sexual assault or major injury. Assault indicator definitions are being refined to improve comparability across jurisdictions; in future years, jurisdictions will separately

report assaults in serious and minor categories. Results reported to date are indicative rather than strictly comparable.

In 1999-2000, WA reported the lowest rate of assault by prisoners on other prisoners, at 1.1 assaults per 100 prisoners (based on the average number of prisoners per year) and NSW recorded the highest (17.4). The reported rate of assaults by prisoners on officers ranged from 1.1 per 100 prisoners in both WA and Queensland to 5.3 in SA (figure 10.5). The ACT and the NT did not report on either indicator in 1999-2000.

In NSW, the rate of assaults on periodic detainees by other periodic detainees was 1.6 per 100 detainees, and the rate of assaults on officers was 0.2 (table 10A.22). The ACT did not report on this indicator in 1999-2000.

Figure 10.5 Prisoner assaults, 1999-2000



^a The ACT and NT did not report on this indicator. ACT have concerns about data quality and NT data is not comparable. ^b Australian calculations exclude ACT and NT prisoners.

Source: table 10A.7.

Unnatural Deaths

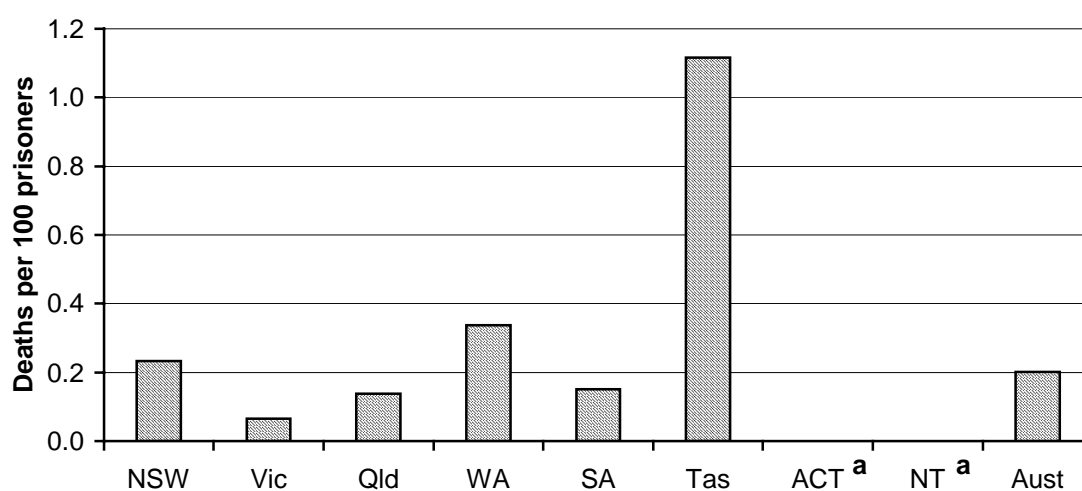
In line with the review of the correctional indicator framework in 1999, only the rate of deaths from apparent unnatural causes is considered to be a relevant measure of the objective of containment. Information on the number of deaths from all causes is available in individual jurisdictional tables on the CD-ROM.

Death rates for total prisoners from apparent unnatural causes ranged from zero in the ACT and the NT, to a rate of 1.12 per 100 prisoners in Tasmania (figure 10.6). The lowest Indigenous death rate (that is, the number of deaths of Indigenous

prisoners per 100 Indigenous prisoners) from apparent unnatural causes was reported at zero for six of the eight jurisdictions. NSW recorded the highest rate at 0.43 per 100 Indigenous prisoners. The equivalent rate for non-Indigenous prisoners ranged from zero in the ACT and the NT to 1.25 in Tasmania (table 10A.8).

Neither of the two jurisdictions operating periodic detention reported deaths of periodic detainees in 1999-2000 (tables 10A.22 and 10A.60).

Figure 10.6 Total prisoner death rates from apparent unnatural causes, 1999-2000



^a The ACT and NT had zero deaths.

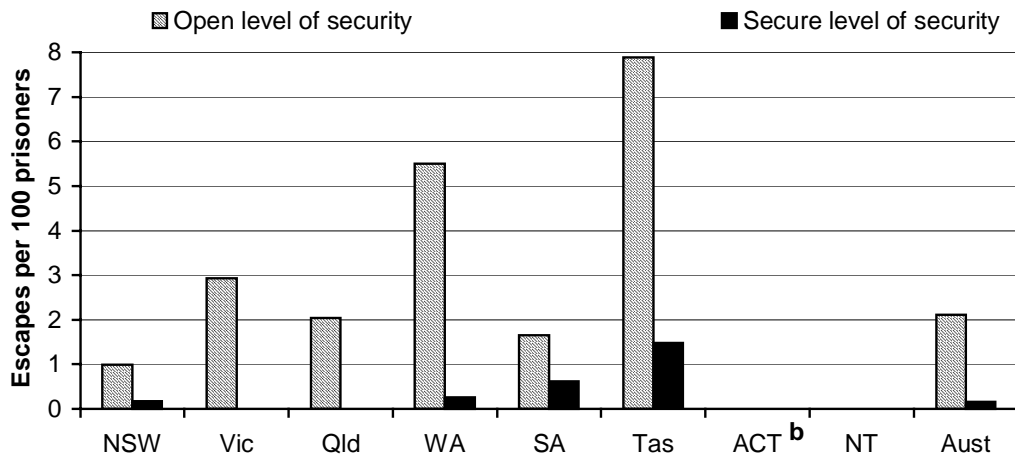
Source: table 10A.8.

Escapes/absconds

The NT reported the lowest rate (zero) of escapes/absconds from open custody in 1999-2000, and Tasmania reported the highest (7.9 per 100 prisoners). The rate for secure custody ranged from zero in Victoria, Queensland and the NT to 1.5 per 100 prisoners in Tasmania (figure 10.7).

The absconding rate among prisoners serving periodic detention was 0.3 per 100 prisoners for NSW. The ACT did not report on this indicator in 1999-2000 (tables 10A.22 and 10A.60).

Figure 10.7 Prisoner escape/abscondment rate, 1999-2000^a



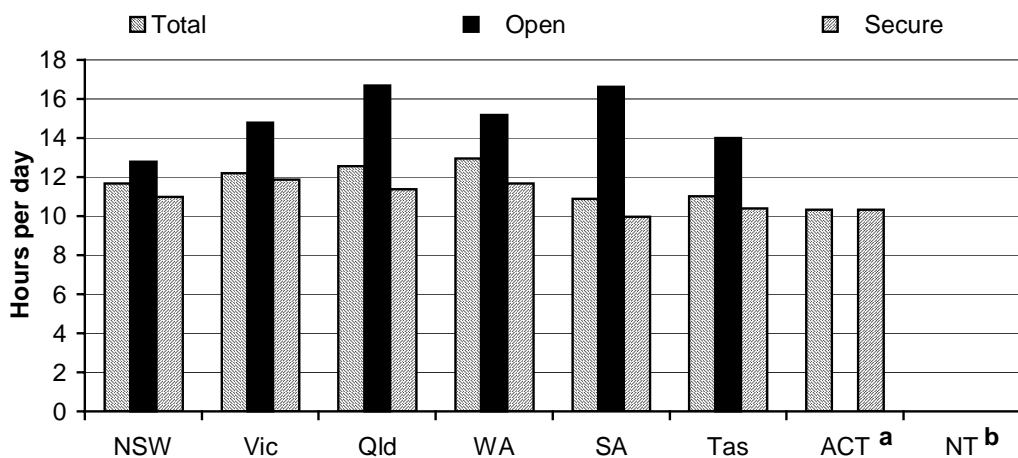
^a Victoria, Queensland and the NT had zero escape rates for secure custody and the NT zero escapes/absconds from open custody. ^b The ACT did not report on escapes from secure custody, given concerns about data quality.

Source: table 10A.9.

Out-of-cell hours

SA reported the lowest average daily out-of-cell hours for all prisons combined in 1999-2000 (10.9 hours per day) and WA reported the highest (12.9 hours per day). Out-of-cell hours for open custody ranged from 12.8 per day in NSW to 16.7 per day in Queensland. The ACT is excluded from both comparisons because ACT prisons do not accommodate open custody prisoners. Out-of-cell hours for secure custody ranged from 10.0 hours per day in SA to 11.9 in Victoria (figure 10.8).

Figure 10.8 Average out-of-cell hours, by type of prisoner, 1999-2000



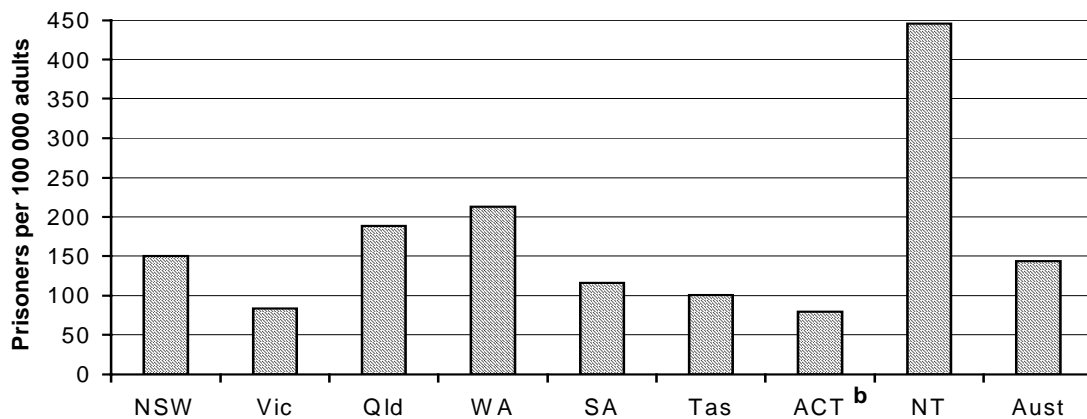
^a The ACT had no open custody facilities. The secure rate is for the remand centre. The ACT total rate is equal to the rate for secure facilities. ^b NT data is not comparable.

Source: table 10A.10.

Imprisonment rate

The rate of imprisonment per 100 000 adults (excluding periodic detainees) ranged from 80 in the ACT to 446 in the NT in 1999-2000 (figure 10.9). The imprisonment rate per 100 000 adults for periodic detention was 26 in NSW and 29 in the ACT.

Figure 10.9 Imprisonment rates, 1999-2000^a



^a Imprisonment rates for all prisoners are based on the daily average prisoner population supplied by States and Territories, calculated against a general population as at December 1999, aged 17 years or over in Victoria, Queensland, Tasmania and the NT, and 18 years or over in NSW, WA, SA and the ACT. ^b The ACT data include prisoners held on remand in the ACT and ACT prisoners held in NSW prisons, and NSW rates include ACT prisoners held in NSW facilities. Australian rates are calculated to exclude any double counting of ACT prisoners held in NSW prisons.

Source: table 10A.4.

Community

Completion of community orders

A key effectiveness indicator relevant to the management of offenders in the community is the successful completion of orders. Unsuccessful completion occurs when the offender breaches an order (failing to comply with the conditions of the order) or commits a further offence. Data needs to be interpreted with caution because, for example, a 100 per cent order completion figure could mean either exceptionally high compliance or a failure to detect or act on breaches of compliance. Data are also affected by differences in the risk levels of offender populations and policy decisions that drive the determination of risk. High risk offenders experiencing a higher level of surveillance have a greater likelihood of being detected and breached. High breach rates, therefore, may be seen in some jurisdictions as a positive outcome reflecting tougher management of community based orders.

Completion rates for total orders ranged from 60 per cent in Queensland to 90 per cent in Tasmania in 1999-2000. Successful completion of restricted movement orders (for those five jurisdictions in which this program operated) ranged from 66 per cent in SA to 96 per cent in the NT. Completion rates for reparation orders ranged from 59 per cent in Queensland to 92 per cent in the ACT. Completion rates for supervision orders ranged from 58 per cent in Victoria to 95 per cent in Tasmania (figure 10.10).

Figure 10.10 **Successful completion of community corrections orders, 1999-2000**



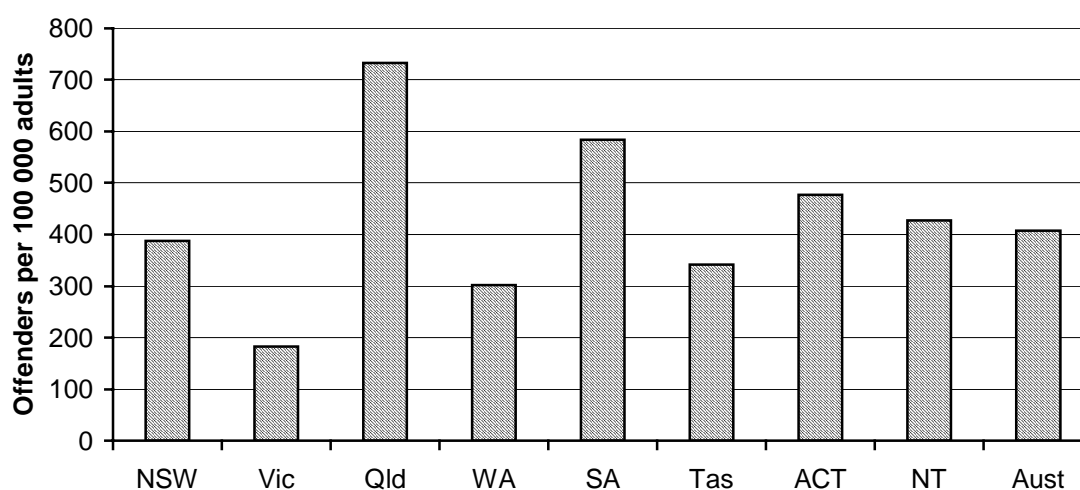
^a Victoria, Tasmania and the ACT did not have restricted movement orders in 1999-2000.

Source: table 10A.11.

Community correction offender rate

Victoria reported the lowest community corrections rate for all offenders in 1999-2000 (183 per 100 000 adults) and Queensland reported the highest (732 per 100 000 adults) (figure 10.11). Rates for Indigenous offenders ranged from 1176 per 100 000 Indigenous adults in the NT to 3876 in the ACT (table 10A.4). However, jurisdictional comparisons need to be interpreted with caution, especially for those States and Territories with low Indigenous populations where small number effects can introduce statistical variation that does not accurately represent real trends over time or consistent differences from other jurisdictions. This is particularly relevant for the ACT Indigenous offender rates reported here.

Figure 10.11 Community corrections rate, 1999-2000^a



^a Rates are based on the daily average offender population supplied by States and Territories, calculated against a general population of either 17 or 18 years and over, depending on the age at which persons are received into adult custody.

Source: table 10A.4.

Reparation

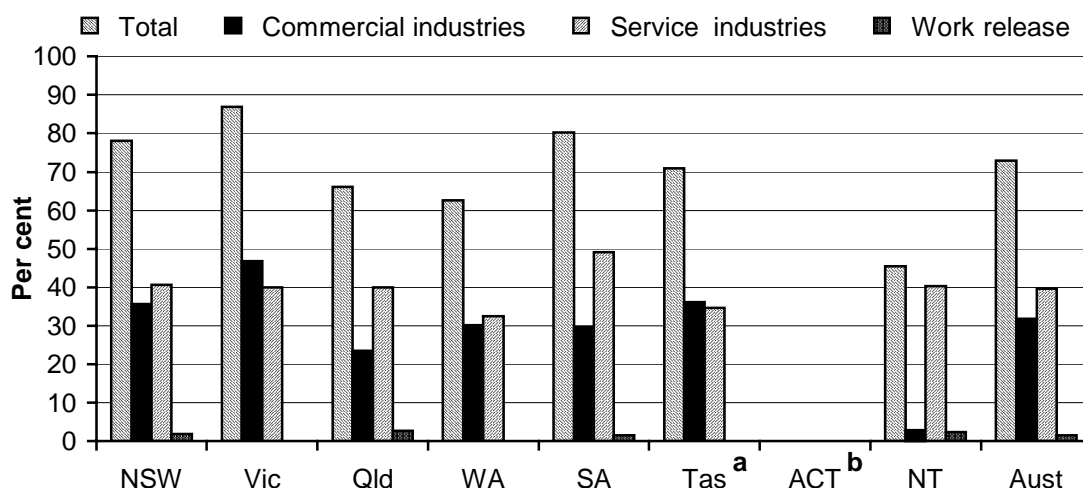
Prisoner employment

Prisoner work provides reparation by generating income from prison industries (industries that are run on a commercial basis and aimed at an external clientele) and by offsetting expenditure through work in prison services (work undertaken to service the prison or unpaid community work by prisoners). All jurisdictions showed a significant number of prisoners employed in prison industries or services or, in a smaller number of cases, working in the community as part of a pre-release scheme whereby they are employed under industrial award conditions. The ACT was not included in this analysis because that jurisdiction holds only remand prisoners.

Victoria reported the highest percentage employed in 1999-2000 (87 per cent of prisoners eligible to work) and the NT reported the smallest percentage (46 per cent) (figure 10.12). These comparisons need to be interpreted with caution, because factors outside the control of corrective services (such as local economic conditions) affect their capacity to attract commercially viable prison industries, particularly where the prisons are remote from population centres.

The employment rate among periodic detainees in 1999-2000 in the two jurisdictions operating periodic detention was 64 per cent in NSW and 34 per cent in the ACT (tables 10A.22 and 10A.60). This figure was calculated against the total population of persons serving periodic detention orders. In the ACT, all detainees attending the residential component were employed in 1999-2000.

Figure 10.12 Proportion of eligible prisoners employed, 1999-2000



^a Based on number of prisoners employed as at 30 June. ^b The ACT held only remand prisoners.

Source: table 10A.12.

Community work by community corrections offenders

These indicators reflect corrective services' responses to court orders. Hours ordered to be worked depend on jurisdictional legislation, court sentencing practices and, in particular, government policy on dealing with fine defaulters.

The ACT reported the highest average number of hours ordered to be worked per offender (105 hours) and Tasmania reported the lowest (53 hours). However, Tasmania and Queensland community work data include only hours to be worked on orders commenced during the year; they are not directly comparable with data from other jurisdictions, which include hours remaining to be worked on existing orders as well as new orders. NSW and Victoria did not report on this measure in 1999-2000 (table 10A.12).

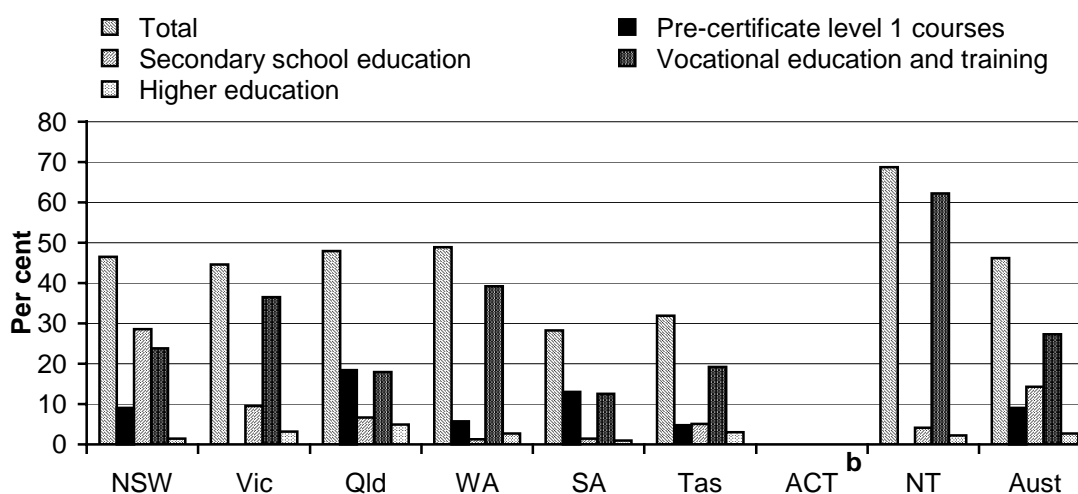
The ACT also reported the highest number of hours actually worked per offender (66 hours) while SA reported the lowest (30 hours). NSW did not report on this indicator in 1999-2000. SA reported the highest ratio of hours ordered to hours worked in 1999-2000 (2.4) and Tasmania reported the lowest (1.1) (table 10A.12).

Offender programs

Education

Enhancing employment opportunities through education and training is important for successfully re-integrating prisoners into the community and reducing the risk of re-offending. The percentage of eligible prisoners undertaking education or training courses in 1999-2000 ranged from 28 per cent in SA to 69 per cent in the NT. The proportion of prisoners undertaking different types of education and training courses varied across jurisdictions, with the NT reporting the highest percentages in vocational education and training (62 per cent), NSW reporting the highest in secondary school sector courses (29 per cent), and Queensland reporting the highest in both higher education sector and pre-certificate level 1 courses (5 per cent and 18 per cent respectively). Education indicators were not applicable to the ACT, given that only remand prisoners are accommodated in the ACT (figure 10.13).

Figure 10.13 **Proportion of prisoners enrolled in education and training, 1999-2000^a**



^a Prisoners eligible to participate in education are defined differently in different jurisdictions. See single jurisdiction tables for details. Classification of education types in 1999-2000 is based on the Australian Qualification Framework, under which the vocational education and training category includes advanced diplomas, diplomas and certificates I – IV; the secondary schools education category includes senior secondary and certificate of education; and the higher education category includes doctoral and masters degrees, graduate diplomas, bachelor degrees, diplomas and advanced diplomas. ^b The ACT held only remand prisoners.

Source: table 10A.13.

Personal development

The relevant indicator for community corrections is the number of offenders undertaking personal development courses provided by, or on referral from, corrective services. This indicator was introduced for the first time in the 1998 Report and only two jurisdictions were able to report on this indicator for 1999-2000 — WA (48 per cent) and the NT (60 per cent) (table 10A.13).

Offence related programs

This indicator is still under development, although some progress has been made in defining the indicator and developing counting rules. Appropriate information collection systems need to be developed and implemented before the indicator can be reported on a consistent basis in future reports.

Efficiency

System resource management

System resource management is the management of resources and the provision of services by:

- government owned and managed facilities; and
- government or privately owned facilities managed under contract by a private sector organisation.

If corrective facilities are owned and managed by government only, then system resource management indicators are also government operations resource management indicators.

There has been substantial work to improve the comparability of resource management indicators during the year. Under the revised framework presented in this chapter, two new indicators have been introduced to present the unit costs of different components of corrective service activities that previously were not addressed as discrete functions. These indicators are still under development.

Existing indicators, particularly unit costs, have been refined to provide more accurate and appropriate comparisons across jurisdictions; in particular, superannuation costs, payroll tax, depreciation and the user cost of capital are treated more consistently across jurisdictions in 1999-2000 so unit cost figures are more comparable across States and Territories. Not all jurisdictions have been able to amend previous years' data in accordance with the refined definitions and

counting rules, so 1999-2000 cost data are not directly comparable with data from previous years.

Even when based on comparable information, cost indicators are affected by factors other than differences in performance efficiency. These include the composition of the prisoner population (such as security classification, the number of female or special need prisoners, and the number of periodic detainees), the size and dispersion of the area serviced, and the scale of operations.

Total cost of service

This measure is an aggregate of all corrective service system costs (prisons, community corrections, and transport and escort services). For comparability with other sectors of the criminal justice system discussed in the 'Justice preface', it is calculated per capita of the total population, while other unit costs in the corrective services framework are calculated per head of the adult population (that is 17 or 18 years and over, depending on the relevant age at which persons are remanded or sentenced to adult custody in each jurisdiction). Results have been presented in section 10.1 (figure 10.1).

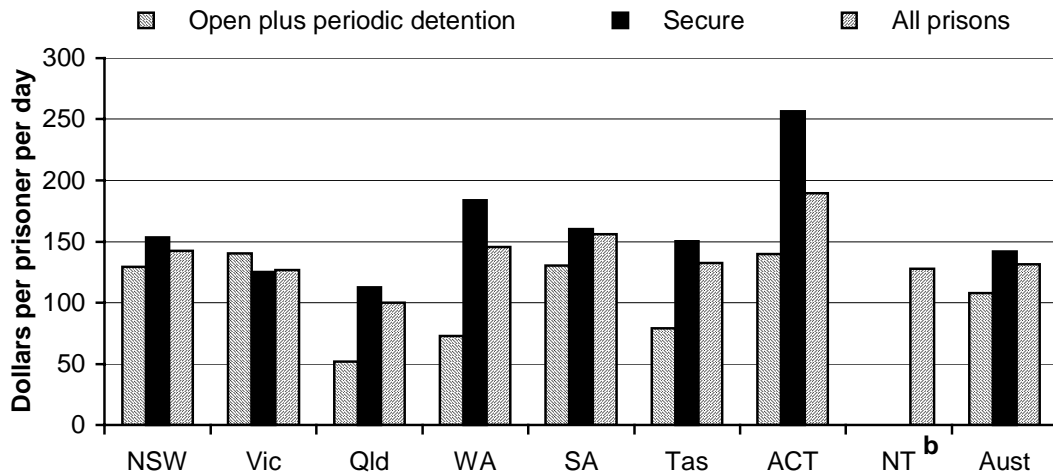
Cost per prisoner (all prisons)

A measure of the efficiency in systemwide resource management is the total cost of prison services divided by the number of prisoners per day (unit costs). Average recurrent cost per prisoner per day (for open and secure prisons combined) ranged from \$100 in Queensland to \$190 in the ACT in 1999-2000. Calculating costs for open and secure custody separately, Queensland maintained the lowest unit cost for secure prisons at \$113 and the ACT reported the highest unit cost at \$256. Queensland also showed the lowest unit costs for prisoners in open custody (\$52) and Victoria reported the highest (\$141) (figure 10.14).

Prison utilisation

The system's prison utilisation rate is considered to be an indicator of the efficiency with which private and publicly owned assets are employed. The optimum rate of prison utilisation is not 100 per cent, because facilities need to accommodate the transfer of prisoners, provide special purpose accommodation such as hospital and protection units, provide separate facilities for males and females and for different security levels, and deal with short term fluctuations in prisoner numbers. The internationally accepted rate is 85-95 per cent (recommended by the Australian Institute of Criminology, the Council of Europe and the American Correctional Association).

Figure 10.14 Cost of prisons, 1999-2000^a

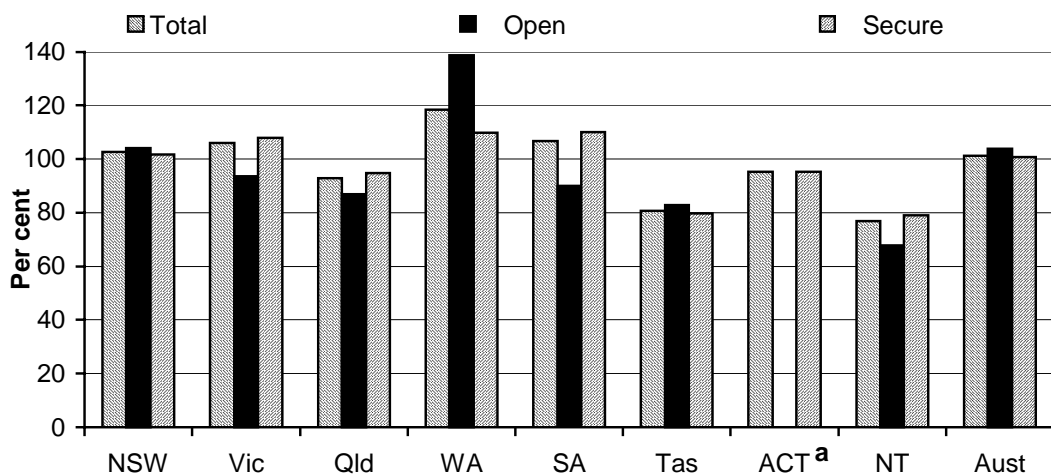


^a Unit cost is calculated against total recurrent expenditure less (where applicable to the jurisdiction) consolidated funds and receipts, payroll tax, capital asset charges and other associated expenses such as debt servicing fees, depreciation or accommodation fees. ^b The NT did not report on open and secure custody costs in 1999-2000.

Source: table 10A.6.

Prison utilisation for all prisons (open plus secure) ranged from 77 per cent in the NT to 118 per cent in WA in 1999-2000. Rates in NSW, Victoria, WA and SA exceeded 100 per cent of current design capacity. (Rates exceed 100 per cent when more prisoners are housed in a facility than allowed for in its design). The NT maintained the lowest secure (79 per cent) and open (68 per cent) prison utilisation rates. WA and SA had the highest secure custody utilisation rate (110 per cent) and WA had the highest open custody utilisation rate (139 per cent) (figure 10.15).

Figure 10.15 Prison capacity utilisation rates, 1999-2000



^a The ACT does not operate open prisons.

Source: table 10A.15.

Cost per offender (community corrections)

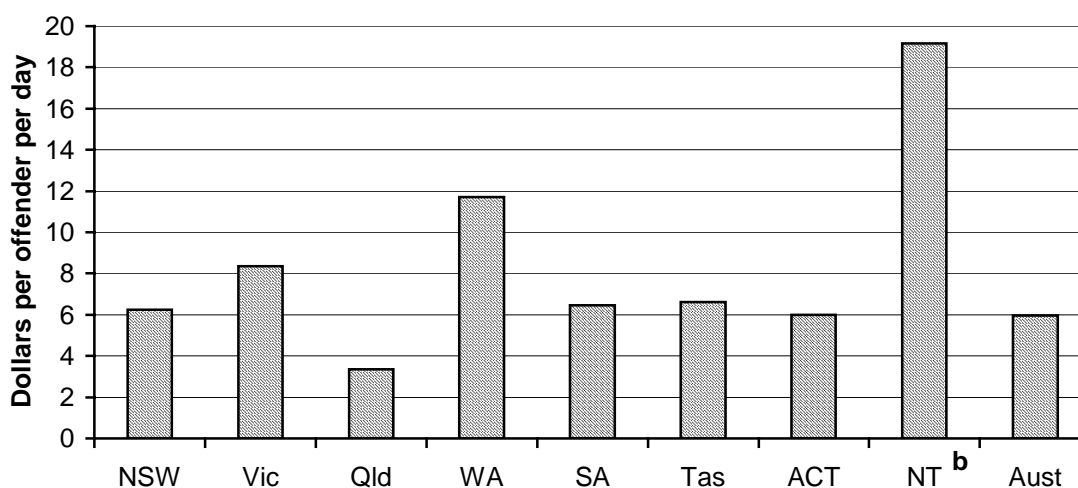
A measure of the efficiency in the system resource management is the total cost divided by the number of offenders per day (unit costs). The reported unit costs are also government-only unit costs for all jurisdictions except Queensland, where there are some privately operated community corrections facilities.

Cost per offender per day in community corrections ranged from \$3 in Queensland to \$19 in the NT in 1999-2000. This indicator, as with prisoner costs, is particularly vulnerable to the effects of the different offender populations (and associated supervision requirements), dispersion and size factors among jurisdictions (figure 10.16).

Offender-to-staff ratio

Offender-to-staff ratios for community corrections ranged from 11 offenders per staff member in the NT to 39 in Queensland in 1999-2000. The ratio of offenders to 'operational staff' ranged from 16 in the NT to 57 in SA, and the ratio for 'other staff' ranged from 39 in the NT to 157 in Queensland (figure 10.17).

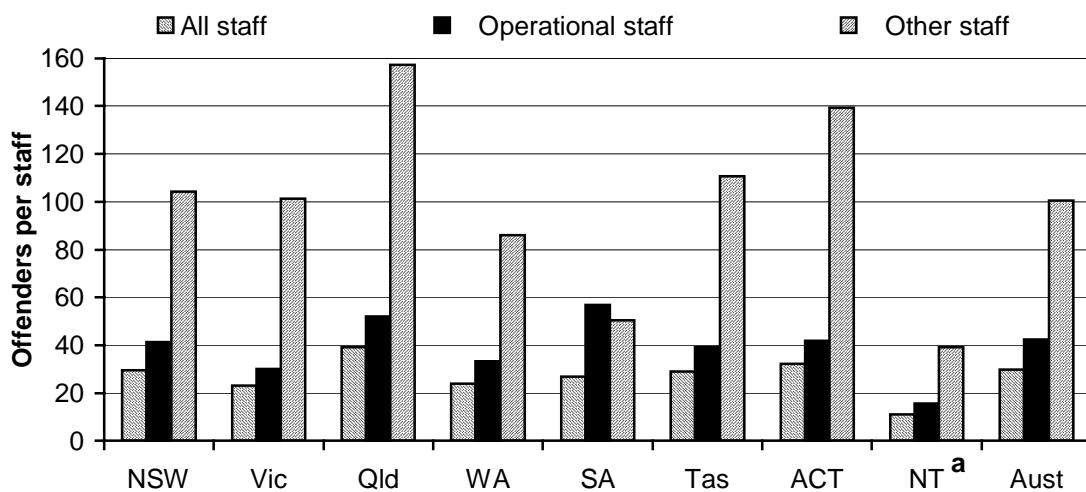
Figure 10.16 **Cost of community corrections, 1999-2000^a**



^a Unit cost is calculated against total recurrent expenditure less (where applicable to the jurisdiction), consolidated funds and receipts, payroll tax, capital asset charges and other associated expenses such as debt servicing fees, depreciation or accommodation fees. ^b The NT unit costs do not take into account the impact of juvenile detainees supervised by community correction officers, because these young offenders do not fall within the scope of the daily average offender population.

Source: table 10A.6.

Figure 10.17 Community corrections offender-to-staff ratio, 1999-2000



^a The NT ratios do not take into account the impact of juvenile detainees supervised by community corrections officers, because these young offenders do not fall within the scope of the daily average offender population.

Source: table 10A.14.

Government operations resource management

Cost per prisoner

The framework of indicators also identifies the unit cost per prisoner day for government operated prisons as a preferred indicator of efficiency. However, none of the four jurisdictions that have private prisons (NSW, Victoria, Queensland and SA) provided data on the unit cost of government operations. These jurisdictions expressed concerns about the comparability of the data as well as emphasising commercial-in-confidence considerations. Each jurisdiction, however, is committed to improving the reporting of this information for future years.

Assets per prisoner in publicly owned facilities

Value of assets per prisoner is an indicator of the capital inputs to corrective services. As an indicator of the use of government owned assets, it covers both government owned and operated prisons and government owned assets in privately operated prisons, calculated against the relevant prisoner population.

No jurisdiction provided data on this indicator because of concerns over the comparability of asset values. Each jurisdiction has stated that it will await the outcome of the Steering Committee's study into the comparability of asset values before considering releasing any data. The asset study is due to be completed early

in 2001, and it is expected that following this study, jurisdictions will be in a better position to provide an appropriate efficiency indicator.

User cost of capital

The user cost of capital for government services is the cost of the funds tied up in the 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). Failing to account for a user cost of capital can lead to significant underestimating of costs for those services for which government capital is a major input.

As with the previous discussion, no jurisdiction has provided data on asset values which means that the user cost of capital cannot be calculated. The concerns of jurisdictions will be incorporated into the asset study, and it is anticipated that data in future Reports will be included for this indicator.

Cost per offender

Cost per offender for each jurisdiction is shown in figure 10.16. Except for Queensland, this cost per offender represents a systemwide and government-only measure of efficiency, because there are no non-government operated community corrections facilities.

10.5 Future directions in performance reporting

Jurisdictions will continue to refine definitions and counting rules to maximise comparability across States and Territories. It is anticipated that some of the indicators identified within this chapter as currently under development will be reported next year. The indicators where new performance reporting may be feasible include:

- Offence-related programs;
- Number of reports recorded;
- Cost per movement;
- Cost per report; and
- Offender registrations-to-staff ratio.

As identified previously, jurisdictions will also be awaiting the outcome of the Steering Committee's examination into the comparability of asset values. It is anticipated that the results of this study may assist jurisdictions in providing more comparable asset values, as well as developing an appropriate efficiency indicator.

NSW, Victoria, Queensland and SA will also continue to work on improving the 'unit cost per prisoner' data for government operated prisons to overcome problems associated with comparability of data. As well, all jurisdictions will continue to refine and improve their unit cost data for systemwide operations.

It is anticipated that from next year the chapter will also look at gradually introducing a time-series. At least initially, the time-series will be based around the two most recent years of data and (subject to further development) may incorporate:

- Total recurrent expenditure per head of population by jurisdiction;
- Recurrent expenditure on all prisons by jurisdiction;
- Recurrent expenditure on community corrections by jurisdiction;
- Death rates from apparent unnatural causes by jurisdiction;
- Imprisonment rates by jurisdiction; and
- Community corrections rates by jurisdiction.

10.6 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter and attachment 10A in the CD-ROM. Appendix A contains short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter. In addition, detailed statistics covering various aspects such as age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous status and ethnicity) are included in the appendix.

New South Wales Government comments

“ In line with the Corrective Services Administrators, NSW remains committed to the development, refinement and collection of pertinent performance indicators with a view to common reporting protocols and promoting unambiguous interpretation. The work undertaken by the National Corrections Advisory Group in 1999-2000 has assisted in continuing to improve upon the comparability of performance measures across jurisdictions, particularly as they relate to community corrections.

In 1999-2000 the number of individuals within the NSW correctional system continued to grow thereby placing additional pressure upon accommodation, staffing and resources.

The imprisonment rate in NSW has grown from 133.0 in 1997-98 to 150.3 in 1999-2000. The average prison population grew by 6 per cent in 1999-2000 preceded by an 8 per cent increase in 1998-99. In community corrections offender registrations increased by 13 per cent per year in both 1999-2000 and 1998-99.

Strategies designed to address these trends have been implemented, namely the opening of centres at Ivanhoe and Brewarrina as well as the decision to build a correctional facility at Kempsey. The Drug Court program and the Home Detention Program are two examples of strategies designed to manage offenders in the community thereby diverting them from a custodial sentence. Monitoring and evaluation of both of these programs is ongoing and to date the results have been encouraging.

The NSW Department of Corrective Services is also engaged in implementing recommendations arising out of the NSW Drug Summit, some in collaboration with other NSW justice sector agencies. Examples of these strategies include:

- the development of therapeutic units within the NSW correctional system to address substance abuse,
- the provision of 24-hour service, in collaboration with the Corrections Health Service, to assist in the detoxification and stabilisation of prisoners at a number of correctional centres, and
- the expansion of the Drug Dog Detector Unit to stem the flow of drugs entering the correctional system.

Notwithstanding the pressures currently impinging upon the NSW correctional system, performance in 1999-2000 compared favourably with previous year's outcomes for this state. In particular, the NSW rate of deaths by apparent unnatural causes at 0.23 per hundred prisoner years is the lowest for four years and the open perimeter escape rate at 0.99 per hundred prisoners is the lowest recorded in this data collection. Once again, the completion rate for offenders with community orders was maintained with eight in ten offenders (80 per cent) registering a successful completion. Those offenders with Supervision Orders showed the highest success rate at 84 per cent.”

Victorian Government comments

“

The adult imprisonment rate in Victoria has increased by almost 20 percent over the last 4 years but nevertheless remains very low in comparison to other jurisdictions. The daily average prison population in Victoria increased by between 6 to 8 percent per year over the last 4 years but, until 1999-2000, the prison utilisation rate remained below 100 percent of design capacity. The continued rate of increase in the prison population in the last year has since resulted in a utilisation rate of well over 100 percent. The shortfall in permanent beds has had to be bridged by the installation of a significant amount of temporary accommodation, eg. double-bunking, in the secure facilities.

The Victorian Government is committed to both effectively managing the demand for accommodation in the prison system as well as introducing a range of innovative programs designed to help prisoners and offenders break the cycle of reoffending. A major Prison Expansion Capacity Program will provide 357 extra beds within the next 3 years, with the first beds being fully operational in July 2001. In addition, a Building Design Project has been established, partly in response to recommendations by the State Coroner after investigations into prison deaths in Victoria. The project will develop guidelines for all new accommodation regarding cell design, prisoner safety and fire safety issues.

A range of new programs will be developed as part of a whole-of-government strategy to reduce offending through diversion and rehabilitation. The broad long-term goals of the programs will be to divert low risk offenders from entering the prison system, improve prisoners' preparation for release and post-release supervision and support, provide rehabilitation and treatment programs aimed at reducing reoffending, reduce illicit drug use within the prison system and improve crime prevention programs within correctional facilities.

Victoria has the second lowest cost per prisoner per day and by far the lowest cost of corrective services per head of adult population, indicating that service delivery in Victoria continues to be relatively cost efficient. The Government has indicated its intention to review the effectiveness of service delivery in corrections with regard to costs and other relevant issues.

Victoria improved its performance on effectiveness measures such as escapes, deaths and out-of-cell hours for prisoners and, under the revised rules for calculating the prisoner employment rate, Victoria compared well with other jurisdictions. While some of Victoria's outcomes - prison utilisation, education, assaults – declined, the State's overall performance continues to compare favourably with national outcomes.

”

Queensland Government comments

“ Corrective Services in Queensland has had a year of consolidation following the 1999 Commission of Inquiry into corrective services. Queensland continues to experience low levels of growth in overall daily population figures with less than 1 per cent increase over 1998-99 as compared to a 10 per cent increase the previous year.

The Department has continued to expand and modernise correctional centres throughout the state. The expansion of facilities is designed to reduce overcrowding and provide for future growth in prisoner numbers. Utilisation rates should continue to improve. The total utilisation rate has reduced from 101.4 per cent (Secure Custody 105.8 per cent) to 92.96 per cent, (Secure Custody 94.74 per cent). The total cost per day of securing prisoners has also reduced from \$105.65 to \$99.93.

Escapes from secure custody have also remained consistent with no escapes recorded for 1999/00. There was an increase in other escapes however overall the rate of escape has remained at 2.03 per cent. Natural and unnatural deaths in custody decreased with no unnatural deaths within the indigenous population. Queensland performed better than the national average in the number of unnatural deaths (suicides/murder). The rate of prisoner on prisoner assaults increased only slightly compared to the increase from 97/98 to 98/99. Queensland performed better than the national average.

Prisoners employed in service industries decreased while participation in commercial industries increased to 23.4 per cent. Employment rates overall have improved. Queensland was slightly below the national average in this indicator.

Queensland continues to provide effective low cost community corrections with consistent performance across all order types. There was a small decrease in successful completions in each order type. Overall Queensland is just below the national average. New approaches to fine default management in Queensland have started to impact in this area and performance is improving overall with a decline in the rate of negative growth.

Other initiatives for the year included:

- First mobile drug-testing vehicle acquired by community corrections
 - New draft legislation for Queensland released for consultation
 - Maryborough (500 beds) and Woodford (400 bed expansion) Correctional Centre projects begun
 - New *Code of Conduct* for employees released
 - Full-time community presence at Thursday Island and Yarrabah
 - Pilot Drug Court program commenced.
- ”

South Australian Government comments

“

This year, once again, SA has actively contributed to the work of the National Corrections Advisory Group in advancing the suite of nationally comparable performance indicators, which will ultimately assist in the identification of benchmarks or best practice in the corrections environment.

The SA daily average prison population has declined for the third consecutive year, contrary to the national trend. The daily average in 1999-2000 was 1329 compared with 1475 in 1996-97, a decrease of almost 10%. The imprisonment rate in SA has fallen to 116.4, the third lowest rate behind the ACT and Victoria. The reasons for the decline are in part due to the introduction of fines enforcement and changes to sentencing legislation, and to a lesser extent, the introduction of specialist courts. Lower prisoner numbers has meant a higher average “cost per prisoner” because costs do not fall in direct proportion to prisoner numbers. Most prison costs are effectively fixed for small fluctuations in prisoner numbers. Costs can only be significantly influenced by the full closure of a cellblock or prison. Additionally, the daily average community corrections population decreased for the second consecutive year. In 1997-98 the population was 8366 compared with 6658 in 1999-2000, a decrease of 20%.

SA’s performance in 1999-2000 compared favourably with previous years:

- Apparent unnatural death rates for indigenous prisoners remained at zero for the second consecutive year and non indigenous prisoner unnatural death rates remained significantly lower than the national average.
- There was a substantial drop in secure and open perimeter escape rates.
- Slight improvements in average daily time out of cells for both security levels compared with last year.
- 80 per cent of all prisoners eligible to work were employed an increase from previous years.
- The overall rate of orders successfully completed continued to improve, with particular gains in both restricted movement and reparation orders this year.

Major developments during 1999-2000 in SA corrections were:

- The commencement of a major security upgrade at four of the State’s major prisons, and significant facility upgrades at a number of prison and community correctional centre sites.
- An Intelligence and Investigations Unit was established to collect information used to initiate joint police/prison investigations and operations.
- An expanded prisoner methadone program was implemented.
- Involvement in the management of offenders as the result of the establishment of a number of specialist courts aimed at providing drug, Indigenous and domestic violence offenders with specialised programs and diversion from custody.

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Tasmanian Government comments

“ The Tasmanian prison population (remand and sentenced) has continued to increase, resulting in further pressure being placed on facilities and staff. Despite the opening of the Hobart Remand Centre in 1999, additional remand accommodation is consistently required within the maximum security prison at Risdon. The cost per prisoner per day continues to decrease and efforts are being made to recruit and train new officers to overcome staffing shortages.

The increased population, changes in the prisoner profile and the inflexibility of prison facilities within Tasmania have contributed to a continuation of the types of incidents experienced in recent years. Rates of assault, death and escape all remained high in 1999-2000. The findings from a Coronial Inquest into five deaths have yet to be handed down.

The Tasmanian government acknowledges the need for change in the physical prison environment. The Prison Infrastructure Redevelopment Program was recently announced, with large-scale planning for new facilities and services currently underway. It is envisaged that, with the prison population continuing to increase, it will become necessary to incorporate additional accommodation into existing facilities to deal with short-term overcrowding.

A new information system implemented in Community Corrections has enabled data to be collected in a more coordinated fashion. A similar information system is planned for implementation within Prison Services, commencing in 2001. As a result, Tasmania will be in a strong position to continue to provide data for the *Report on Government Services*, both for existing indicators and those under development.

”

Australian Capital Territory Government comments

“

The 1999 – 2000 statistics for the Australian Capital Territory reveal a continued increase in the imprisonment rate and the community correction rate. The increased remand population has highlighted a consistent demand on the existing remand facilities in the ACT. All sentenced prisoners are held in NSW facilities under an agreement between the two governments.

The ACT Government is considering the establishment of a prison in the ACT to house remandees and ACT sentenced prisoners. The prison would be privately operated and would cater for all classifications of prisoner, and men and women. A Prison Project Office has been established within ACT Corrective Services and an ACT Prison Community Panel has been formed comprising representatives from a wide range of community based organisations. A preferred site for the prison has been identified. A feature of the project will be extensive consultation with the ACT community.

Use of additional short term facilities for detainees, including Court cells in the ACT Magistrate’s Court and the holding of remanded prisoners in NSW facilities, has seen a decline in the *Prison Design Capacity Use Rates* from 100.8% in the previous year to 95.2% for the 1999 – 2000 year. This rate should be seen, however, in the context of the accepted standard of 85% occupancy.

While low by Australian standards, the rate of imprisonment rose 11.3% on the previous year’s rate to 80 prisoners per 100 000 of the population. The average daily prisoner population rose from 165 in 1998 – 1999 to 186 in 1999 – 2000. The increase in the offender rate, which refers to offenders managed by Community Corrections rose by a similar amount, 10.3% as compared to the previous period.

The ACT Government is keen to support best practice offender program intervention. The Community Corrections area benefitted from a number of collaborative trials during the year. Significant developments included a Commonwealth funded psycho-educational program for perpetrators of domestic violence and a cognitive skills program for medium to high risk offenders, teaching more effective strategies and problem solving techniques in order to reduce recidivism.

High prisoner per day costs in the ACT are attributed to the small numbers of detainees that can be accommodated in the Remand Centre and Periodic Detention Centre. The opening of a prison in the ACT will provide an economy of scale because the majority of the ACT’s prisoners will then be held in the Territory. The Community Correction cost per offender per day reflects a much larger client group, and is equal to the Australian average for this measure.

Data for smaller jurisdictions can fluctuate dramatically from year to year due to a wide range of factors including small samples and populations. The ACT Government is keen to participate in the collection of data, and in the continued development of measures that constitute these national statistics.

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Northern Territory Government comments

“ The Northern Territory Government is happy to continue in its support of the Report on Government Services. The data collection has proved beneficial to the business of Correctional Services, and is important in performance analysis and self improvement in the Territory where few valid comparisons can be made with other service providers.

The NT has two multi-classification prisons, each with its own open security facility, and located 1,500 kilometres apart. Prisons, Community Corrections and Juvenile Justice are all administered by the one Agency in the Territory, which poses significant management issues due to the jurisdictions' large geographical size (over 1.3M² kilometres), significant population dispersion with a relatively small mass (194,200 people), and a relatively high Indigenous population of approximately 28.5% (or 55,300 people).

The NT's daily average prisoner population for 1999-2000 was 614, a decrease of 10 over the previous year. This shows fairly static prisoner numbers for the past three years, and has given the NT the lowest prison utilisation in Australia for secure and open custody.

While their offender-to-staff ratios are low, Community Corrections' staff in the NT are unique in Australia, in that they all prepare statutory reports and manage caseloads (including home detention, supervision and reparation orders) with adult and juvenile clients, in the community and under custody or detention. With a total staff of around 60, Community Corrections had an average daily caseload of 589 community clients in 99/00. This group actually represents about 76% of their total caseload, and does not adequately reflect management of day to day remote area operations in the Top End, Katherine, Tennant Creek and Alice Springs regions.

The NT's contribution to community safety has been extremely effective in terms of adult deaths in custody and prisoner absconds/escapes, with no losses for the past two years in either category. This reflects well on current prisoner management and handling practices.

One of the single biggest rehabilitation and reintegration measures available to inmates is participation in education, and the NT continues to lead the country in this area with a strong emphasis on numeracy, literacy and vocational training. The continued success of the home detention (restricted movement) program is a feature of our successful management of community corrections' orders.

The NT's relatively high imprisonment rate is a product of its predominantly young, transient and male population, coupled with a large number of Indigenous people in remote areas.

This year saw our remand/imprisonment rates for foreign prisoners expand significantly with 127 (19.87%) people smugglers (predominantly Indonesian nationals) detained in custody as at 30 June 2000 up from 3 persons as at the 30 June 1999. This has presented a unique and challenging prisoner management task for Correctional Services, and the NT Government.”

10.7 Definitions

Table 10.1 Terms

<i>Term</i>	<i>Definition</i>
24-hour court cells	24-hour court cells are a place of detention located in court and/or police complexes which are managed by correctional officers and which accommodate sentenced/unsentenced prisoners/offenders for short periods of time (not including holding cells).
Community corrections	Community based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision, programs, or community work.
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 place other than a prison.
Indigenous	A person was regarded as Indigenous if they identified themselves as either an Aboriginal or Torres Strait Islander person and if they were accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self-disclosure for the purposes of this data collection.
Offender	An adult person with a current community based corrections order (including bail supervision unless otherwise specified).
Open custody	A custodial facility where the regime for managing prisoners did not require them to be confined by a secure perimeter physical barrier irrespective of whether a physical barrier existed.
Periodic detainee	A person in respect of whom an order for periodic detention was in force.
Periodic detention	Periodic Detention was an order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.
Prison	A legally proclaimed prison or remand centre which held adult offenders, excluding police prisons or juvenile detention facilities.
Prisoner	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
Private prison	A government or privately owned prison (see definition of prison) managed under contract by a private sector organisation.
Reparation (i)	Reparation is a sub-category of community-based corrections which refers to all offenders with a community service bond/order or fine option that requires them to undertake unpaid work.
Reparation (ii)	Reparation, in the broader context of this data collection, refers to work undertaken by prisoners or offenders that benefits the community either directly or indirectly by reduction in cost to the taxpayer.
Restricted movement	Restricted movement is a sub-category of community-based corrections which 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 required them to be confined by a secure perimeter physical barrier.
Supervision (compliance)	Sub-category of community-based corrections which refers to all offenders (other than those categorised as restricted movement or reparation (i)).
Work order	A work order was defined as a community service order or bond which imposed work upon an offender. (Note: in some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

Source: National Corrections Advisory Group (1999-2000 Data Collection Manual).

Table 10.2 Descriptors^a

<i>Descriptor</i>	<i>Definition</i>
Community corrections rate	The annual average number of offenders per 100 000 population aged 17 or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age or 18 and over in those jurisdictions where the age for adult custody is 18.
Daily average prisoner/periodic detention/offender population	The average number of prisoners, periodic detainees and/or offenders during the counting period.
Imprisonment rate	The annual average number of prisoners per 100 000 population aged 17 or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age or 18 and over in those jurisdictions where the age for adult custody is 18.
Number of prisons/periodic detention centres	A facility gazetted as a prison, remand centre or periodic detention centre for adult offenders, operated or administered by State/Territory correctional agencies.
Recurrent expenditure	Expenditure of an ongoing nature incurred in provision of government services or programs, including salaries, payroll tax, maintenance and working expenses, grants and subsidies, other services, expenditure incurred by other departments on behalf of corrective services, contracted management services, capital asset charges and associated expenses, other recurrent costs, and relevant expenditure by umbrella and other departments.

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

Source: National Corrections Advisory Group (1999-2000 Data Collection Manual).

Table 10.3 Indicators^a

<i>Indicator</i>	<i>Definition</i>
Assault	An assault was defined as an act of physical violence committed by a prisoner which is liable to cause an injury. Such acts may range in severity from a minor injury to a sexual assault and major injury. The rate is expressed per 100 prisoner years, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100.
Assets per prisoner/offender	The value of government owned and operated assets as a function of the daily average number of prisoners (or daily average number of offenders) held in publicly owned facilities.
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.
Completion rate of community orders	The proportion of community orders successfully completed (by order type) within the counting period.

(continued next page)

Table 10.4 (continued)

<i>Indicator</i>	<i>Definition</i>
Cost per prisoner/offender	The daily cost of managing a prisoner/offender, calculated against recurrent expenditure net of consolidated funds and receipts (ie own source revenue), payroll tax, capital asset charges and other associated expenses such as debt servicing fees, depreciation or accommodation fees.
Unnatural death rate	<p>The death wherever occurring (including hospital) of a person:</p> <ul style="list-style-type: none"> • who is in prison custody; • whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody; • who dies or is fatally injured in the process of prison officers attempting to detain that person; or • who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody. <p>And there is sufficient evidence to suggest, subject to a Coroner's finding, that the most likely cause of death is homicide, suicide, an accidental cause, or a drug overdose. The rate is expressed per 100 prisoner years, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.</p>
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"> • remandees who choose not to participate, • hospital patients or aged prisoners who are unable to participate, • prisoners whose protection status prohibits access to participation, • fine defaulters (who are only incarcerated for a few days at a time), • sub-groups of the above categories.
Employment (prisoners and periodic detainees)	<p>The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include prisoners undertaking full-time education, and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> • remandees who choose not to work, • hospital patients or aged prisoners who are unable to work, • prisoners whose protection status prohibits access to work, • fine defaulters (who are only incarcerated for a few days at a time), • sub-groups of the above categories.
Employment (community corrections)	The number of community work hours worked per offender during the counting period.
Escape/abscond	A person who escaped from Corrective Services' custody (including under contract). The rate is expressed per 100 prisoner years, calculated by dividing the number of escapes/absconds by the daily average prison population, multiplied by 100.

(continued next page)

Table 10.3 (continued)

<i>Indicator</i>	<i>Definition</i>
Offender-to-staff ratio	The level of staff supervision based on the number of staff employed and the average number of offenders.
Out-of-cell hours	The time during which prisoners were not confined to cells, averaged over all days of the year.
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 usable periodic detention design capacity.
Personal development	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
Prison design capacity utilisation rate	The extent to which prison design capacity was meeting demand for prison accommodation, calculated as the total daily average prisoner population divided by average useable prison design capacity.
Ratio of number of hours ordered to actual hours worked per offender	The ratio of number of hours ordered to be worked to number of hours actually worked during the counting period per offender with a work order.
Recidivism: return to corrections	<p><i>Prisoners</i></p> <p>The proportion of sentenced prisoners not subject to further supervision/contact with Corrective Services upon release who return to Corrective Services with a new correctional sanction within two years of completing a prison sentence.</p> <p><i>Community Corrections</i></p> <p>The proportion of offenders not subject to further supervision/contact with Corrective Services upon completion of an order who return to Corrective Services with a new correctional sanction, within two years of the last community order completion date.</p>
Recidivism: return to prison	The proportion of sentenced prisoners not subject to further supervision/contact with Corrective Services upon release who returned to prison with a new correctional sanction within two years of completing a prison sentence.
Recidivism: return to community corrections	The proportion of offenders completing a community order, not subject to further supervision/contact with Corrective Services upon completion, who returned to community corrections with a new correctional sanction, within two years of the last community order completion date.

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

Source: National Corrections Advisory Group (1999-2000 Data Collection Manual).