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## 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 include prison custody (including periodic detention) and a range of community correctional orders and programs for adult offenders. Both public and privately operated facilities are included. The scope of this chapter does not, however, extend to:

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

A profile of the corrective services sector is provided in section 10.1. Policy developments and how these may affect the collection, reporting and interpretation of data are briefly discussed in section 10.2. The 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 jurisdictions' comments in section 10.6 and definitions in section 10.7.

### *Supporting tables*

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\2002\Attach10A.xls` and in Adobe PDF format as `\Publications\Reports\2002\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). They may be subject to revision. The most up-to-date versions of these files can be found on the

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Review's web page ([www.pc.gov.au/gsp/](http://www.pc.gov.au/gsp/)). 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**

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, community correction supervision of juvenile offenders, juvenile detention and the prosecution of community correction order breaches.

### **Roles and responsibilities**

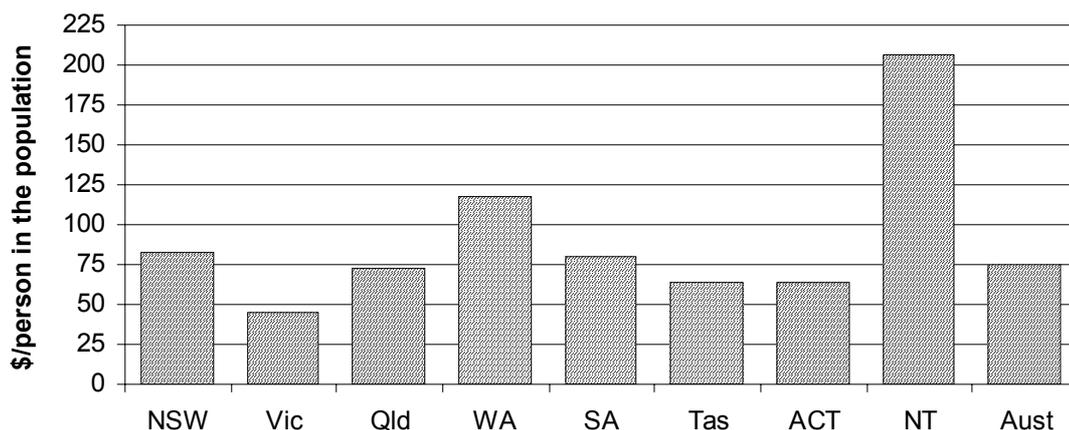
Corrective services are the responsibility of State and Territory governments which deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. 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 throughout 2000-01. A fifth jurisdiction (WA) commenced operation of its first private prison in early 2001. New South Wales 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 \$1.5 billion in 2000-01 — \$1.3 billion (86.6 per cent) for prisons, \$148.6 million (10.2 per cent) for community

corrections and \$46.9 million (3.2 per cent) for transport and escort services<sup>1</sup>. Recurrent expenditure per person ranged from \$206.7 in the NT to \$44.5 in Victoria. Nationally, recurrent expenditure was \$75.1 per person (figure 10.1).

Figure 10.1 Total recurrent expenditure per person, 2000-01<sup>a</sup>



<sup>a</sup> 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 tax, capital asset charges, and other associated expenses for jurisdictions reporting on these figures in 2000-01. Per person cost is calculated using total population (all ages) figures for 2000-01 (table A.2).

Source: table 10A.6.

## Size and scope of sector

In 2000-01, there were 96 prisons (including 12 privately operated prisons, of which five are community custody centres), 11 periodic detention centres (located in NSW and the ACT) and twelve 24-hour court cell facilities under the responsibility of corrective services in NSW — totalling 119 facilities throughout Australia (table 10A.2).

On average, 21 138 people per day were held in Australian prisons during the year (excluding periodic detainees) — an increase of 1.9 per cent over average daily numbers in the previous year. Additionally, 1178 people on average were serving periodic detention orders in NSW and the ACT in 2000-01 — a decline of 11.7 per cent from 1999-2000. Excluding periodic detainees, 29.5 per cent of prisoners were held in open prisons (facilities containing prisoners classified as low security) in 2000-01 and 70.5 per cent were held in secure facilities. A daily average

<sup>1</sup> Transport and escort service expenditure is reported separately from overall prison expenditure by NSW, Victoria, WA, and the ACT.

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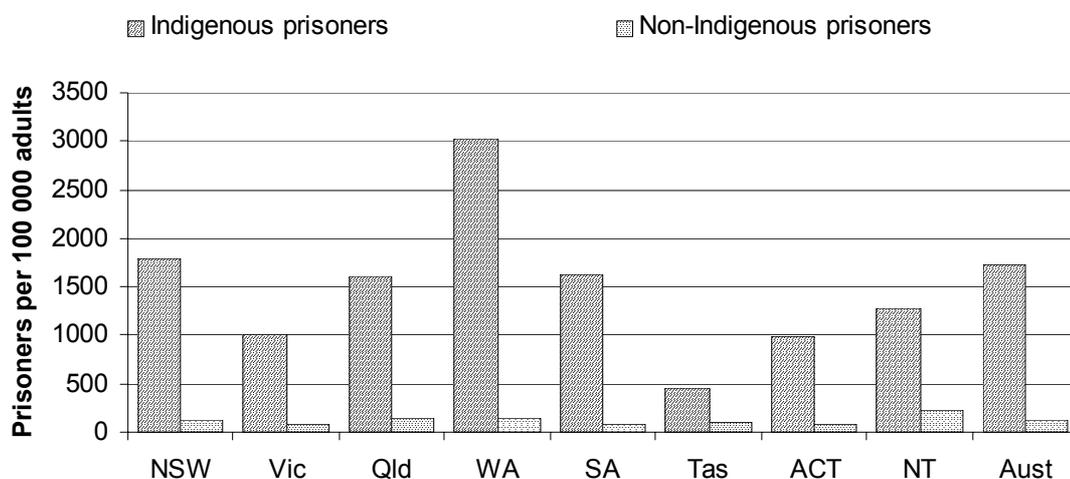
of 3265 prisoners (or 15.4 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year. In 2000-01, the proportion of prisoners accommodated in private prisons in those jurisdictions operating private prisons ranged from 41.7 per cent in Victoria to under 0.2 per cent in WA, where the first private prison commenced taking prisoners in May 2001 (table 10A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2000-01, comprised 19 787 males and 1351 females — 93.6 per cent and 6.4 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 4091 — 19.4 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 and Queensland) or per 100 000 of the general population aged 18 and over in all other jurisdictions, where the age for adult custody is 18 years for the reporting period. In previous reports up to the 1999 Report, 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 144.2 per 100 000 Australian adults in 2000-01. The national imprisonment rate for male prisoners was 273.6 per 100 000 adult males and 18.2 per 100 000 adult females for female prisoners. The national imprisonment rate per 100 000 Indigenous adults was 1727.4 in 2000-01 compared with a rate of 115.6 for non-Indigenous prisoners per 100 000 non-Indigenous adults (table 10A.4). The highest rate of Indigenous imprisonment per 100 000 adults was reported in WA (3018.1) and the lowest in Tasmania (456.7). The NT reported the highest non-Indigenous prisoner rate per 100 000 adults at 234.3 and the ACT reported the lowest rate at 80.0 in 2000-01 (figure 10.2).

Figure 10.2 Indigenous and non-Indigenous imprisonment rates, 2000-01<sup>a</sup>



<sup>a</sup> 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 (ABS figures supplied by the National Centre for Crime and Justice Statistics). Jurisdictional comparisons need to be interpreted with care, 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 to other jurisdictions. The 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.

In 2000-01, imprisonment rates were also calculated against the total population, regardless of age. The national per person imprisonment rate was 108.7 in 2000-01 and 109.4 in 1999-2000. The NT reported the highest per person imprisonment rate in 2000-01 at 331.7 and the ACT the lowest rate at 65.2 (table 10A.74).

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.

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,

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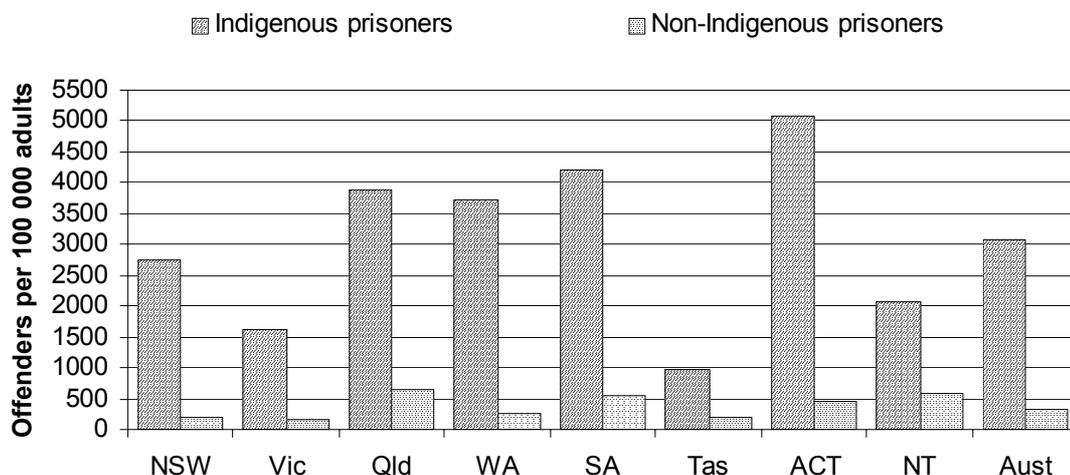
such as suspended sentences, court-imposed home detention, community service orders, probation, intensive supervision orders and recognisance. In most jurisdictions, fine default orders fall under community corrections, as does bail in some jurisdictions. Each jurisdiction has reparation and supervision orders, and restricted movement orders are available in all jurisdictions except Victoria, Tasmania and the ACT.

On average, 59 733 offenders per day were serving community corrections orders across Australia in 2000-01 — an increase of 1.3 per cent over the previous year. This daily average comprised 48 234 males (80.7 per cent) and 10 928 females (18.3 per cent), and 571 offenders whose gender was reported as not known. The daily average also comprised 7287 Indigenous offenders (12.2 per cent of the total community correction population) and 44 954 non-Indigenous offenders (75.3 per cent). The remaining offenders were reported as having Indigenous status ‘unknown’. In some jurisdictions, non-Indigenous offender data may also include some offenders whose Indigenous status was not known or not reported (table 10A.3).

The community corrections rate is the daily average number of offenders serving community corrections orders per 100 000 people in 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 407.4 per 100 000 adults in 2000-01. The national rate for female community correction offenders was 147.1 per 100 000 adults, compared with 667.0 for males. For Indigenous offenders, the national rate was 3077.0 per 100 000 Indigenous adults compared with 311.7 for non-Indigenous offenders (table 10A.4).

The ACT reported the highest rate of Indigenous offenders per 100 000 Indigenous adults in 2000-01 at 5075.8 and Tasmania the lowest at 978.7. Queensland reported the highest rate of non-Indigenous offender per 100 000 non-Indigenous adults at 639.9 and Victoria the lowest at 158.5 in 2000-01 (figure 10.3). These comparisons need to be interpreted with care, 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, 2000-01<sup>a</sup>**



<sup>a</sup> Rates are based on the daily average offender population 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). Jurisdictional comparisons need to be interpreted with care, 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. Non-Indigenous offender rates may also include some offenders whose Indigenous status was not known or not reported.

Source: table 10A.4.

In 2000-01, community correction rates were also calculated against the total population, regardless of age. The national per person rate was 307.2 in 2000-01 compared with 311.0 in 1999-2000. The NT reported the highest per person community corrections rate at 666.3 and Victoria the lowest rate at 134.5 in 2000-01 (table 10A.74).

## 10.2 Policy developments in corrective services

Managing the specific needs of particular groups of prisoners and offenders introduces policy and resource challenges for corrective services. An example is that the number of female prisoners is increasing each year. In 1996-97, the daily average number of women held in Australian prisons was 939 compared with 1351 in 2000-01 — an increase of 43.9 per cent compared with a rise of 5.0 per cent in Australia's general population. However, women still comprise a relatively small proportion of the overall prison population at 6.4 per cent in 2000-01 (table 10A.1). Providing appropriate separate accommodation for women and meeting other specific needs, such as the provision of facilities and services that enable female

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prisoners to continue to care for their babies and young children within the prison environment, has implications for resource efficiency.

Other prisoner and offender groups with specific management needs include those with a mental illness, intellectual disability, or substance dependency and elderly prisoners. Sentencing options operating or being introduced in many jurisdictions (such as drug courts, diversionary mechanisms, restorative justice, mediation and combinations of conditions of community correction orders that target specific offender needs and circumstances) require corrective services to develop a range of programs and facilities to appropriately address the conditions imposed. This poses policy, resourcing and management challenges for the corrective services sector that have implications for efficiency and effectiveness measures.

These policy challenges occur within a context of continuing increases in prisoner numbers. In 1996-97, the Australian daily average number of prisoners was 17 389 compared with 21 138 in 2000-01 — an increase of 21.6 per cent over the five-year period. This is being addressed directly by prison building programs in many States and Territories and indirectly by prison and post-release programs and initiatives directed at reducing the likelihood of return to prison. Nevertheless, prisoner numbers continue to exceed design capacity in several jurisdictions.

### 10.3 Framework of performance indicators

Corrective services performance is reported against seven key result areas based on the common objectives identified for the sector (box 10.1).

#### Box 10.1 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;

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Box 10.1 (Continued)

- **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, maximise the chances of successful re-integration into the community and reduce the risk of offending; and
- **advice to sentencing and releasing authorities:** to provide sentencing and releasing authorities with advice to assist the determination of the disposition of offenders, their release to parole, and necessary conditions for their supervision and post-release supervision.

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

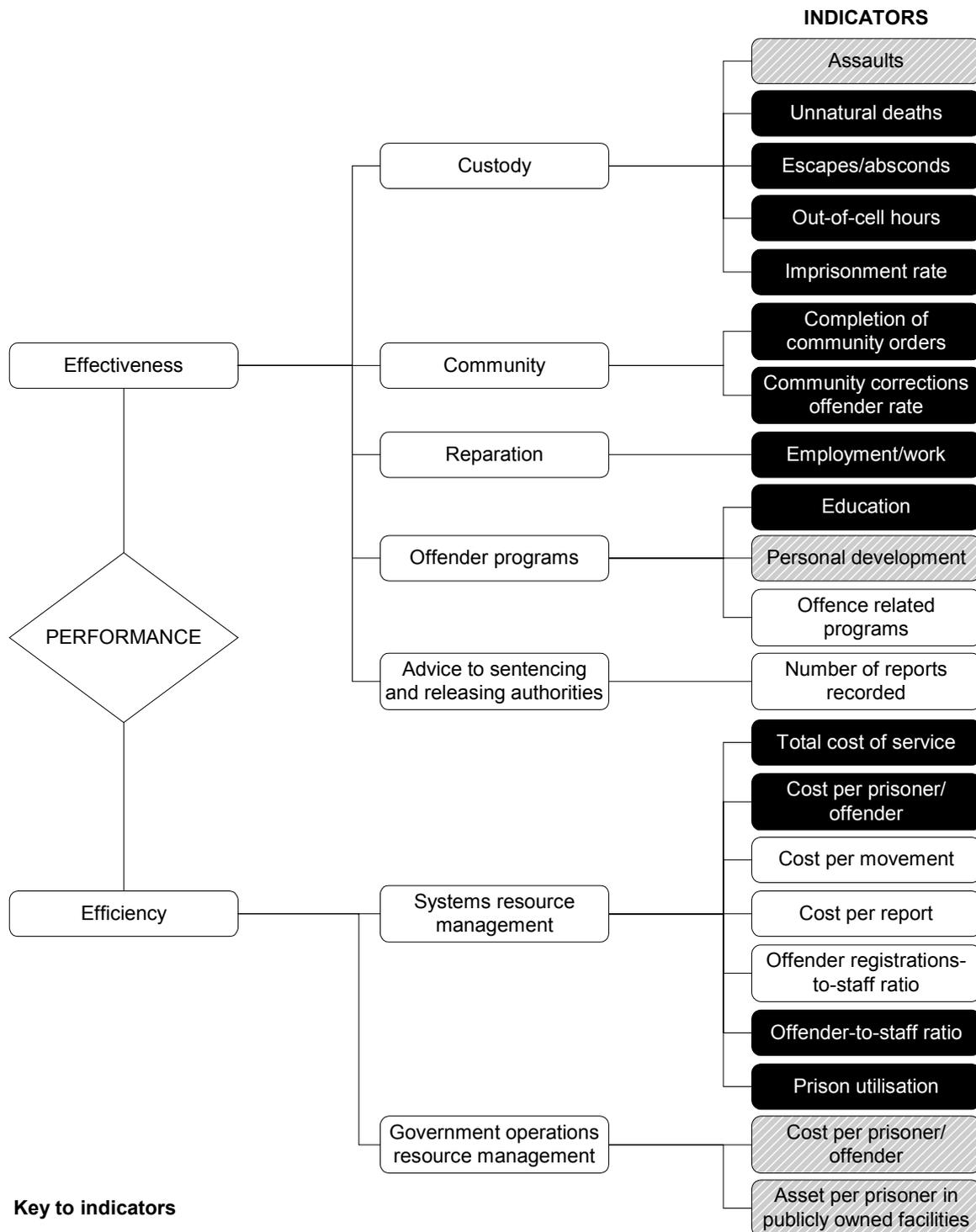
Corrective services' *efficiency* indicators relate to the objective of resource management — to manage resources so as to deliver correctional services efficiently.

Definitions and counting rules were refined during 2000-01 as part of the continuing effort to ensure jurisdictional comparability on all indicators. Data for previous years 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 2001 Report for a number of jurisdictions (and tables are footnoted accordingly). In other cases, it has not been possible to recalculate historical data, so any conclusions about changes within individual jurisdictions need to be considered in this context.

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

Relevant effectiveness indicators, such as assaults and escapes, are reported separately for periodic detainees. For relevant efficiency indicators, such as recurrent cost per prisoner, periodic detainees are counted as two-sevenths of a prisoner as they spend two days a week in prison. Given the 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).

Figure 10.4 Performance indicators for corrective services



**Key to indicators**

- Text** Provided on a comparable basis for this Report
- Text** Information not complete or not strictly comparable
- Text** Yet to be developed or not collected for this Report

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## 10.4 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 10.1, using the indicator framework in figure 10.4. 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

#### *Custody*

Indicators of custody within prison 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 needs to be taken when comparing effectiveness indicators across jurisdictions and over time within jurisdictions. A single incident in the smallest jurisdiction can double the rate of some indicators, but have little apparent effect in the larger jurisdictions. For example, a single death in an ACT prison in 2000-01 would calculate to a rate of 1.7 while a second death would increase the figure to 3.4. In NSW, one additional death during the year would change the rate from 0.15 to 0.16.

#### *Assaults*

Indicators reporting assaults were revised in 2000-01 to take account of differences in the level of severity of assaults reported. 'Serious assaults' refer to acts of physical violence resulting in actual bodily harm requiring medical treatment and assessment involving hospitalisation or extended periods of ongoing medical treatment, and includes 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 that do not involve hospitalisation.

In 2000-01, Victoria recorded the highest rate of 'serious assaults' by prisoners on other prisoners per 100 prisoners at 1.1 and SA the lowest at 0.3. New South Wales had the highest rate of 'assaults' by prisoners on other prisoners per 100 prisoners at 22.5 and SA was again the lowest at 0.9 (table 10.1).

The reported rate of ‘serious assaults’ by prisoners on officers per 100 prisoners ranged from 1.7 in the NT to zero in NSW, Victoria and Tasmania. The NT reported the highest rate of ‘assaults’ by prisoners on officers per 100 prisoners at 3.6 and Tasmania the lowest at 0.5 in 2000-01 (table 10.1). Queensland, WA and the ACT did not report on these indicators in 2000-01.

**Table 10.1 Prison assault rates, 2000-01 (per 100 prisoners)**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
<i>Prisoner on prisoner</i>								
Serious assault	0.9	1.1	na	na	0.3	0.8	na	0.8
Assault	22.5	8.3	na	na	0.9	7.6	na	10.0
<i>Prisoner on officer</i>								
Serious assault	–	–	na	na	0.4	–	na	1.7
Assault	2.2	0.9	na	na	0.7	0.5	na	3.6

na Not available. – Nil or rounded to zero.

Source: table 10A.7

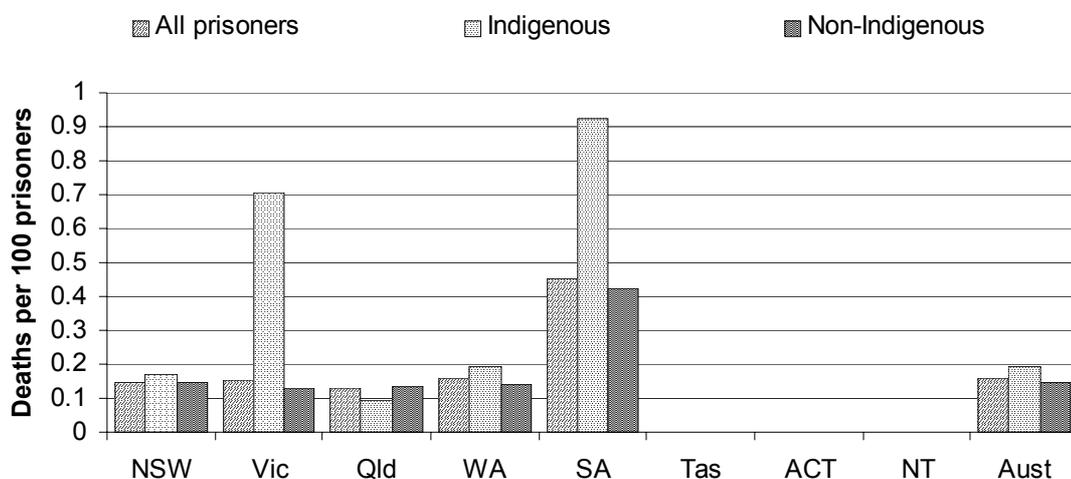
There were no incidents of ‘serious assault’ on periodic detainees by other periodic detainees or on staff by detainees reported in NSW in 2000-01. The rate of ‘assault’ on periodic detainees by other periodic detainees per 100 detainees was 2.8 and the rate of ‘assault’ on staff was 0.1 (table 10A.22). The ACT did not report on these indicators in 2000-01.

### *Unnatural deaths*

Death rates per 100 prisoners from apparent unnatural causes for total prisoners in 2000-01 ranged from 0.5 (six deaths) in SA to zero in Tasmania, the ACT and the NT (figure 10.5). The highest number of deaths of Indigenous prisoners per 100 Indigenous prisoners from apparent unnatural causes was SA at 0.9 (two deaths) and zero for Tasmania, the ACT and the NT. The equivalent rate for non-Indigenous prisoners ranged from 0.4 in SA (four deaths) to zero in Tasmania, the ACT and the NT (figure 10.5).

Neither of the two jurisdictions operating periodic detention reported deaths of periodic detainees in 2000-01 (tables 10A.22 and 10A.60).

Figure 10.5 Prisoner death rates from apparent unnatural causes, 2000-01<sup>a</sup>



<sup>a</sup> Tasmania, the ACT and the NT had no deaths. Victoria had one Indigenous prisoner death and SA had two Indigenous prisoner deaths.

Source: table 10A.8.

### *Escapes/absconds*

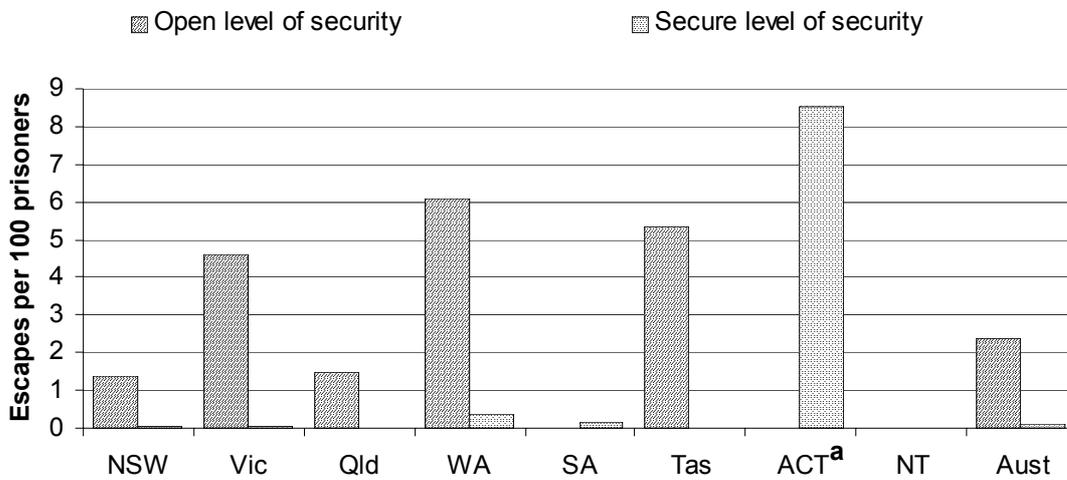
Western Australia reported the highest rate of escapes/absconds from open custody in 2000-01 with 6.1 per 100 prisoners and SA and the NT reported the lowest rate (zero). The rate of escapes/absconds for secure custody ranged from 8.5 in the ACT to zero in Queensland, Tasmania and the NT (figure 10.6).

The absconding rate among prisoners serving periodic detention was 0.3 per 100 prisoners for NSW in 2000-01 (table 10A.22). The ACT reported no absconds in 2000-01 (table 10A.60).

### *Out-of-cell hours*

In 2000-01, Queensland and WA reported the highest average daily out-of-cell hours for all prisons combined (12.4 hours per day) and SA and the ACT reported the lowest (10.3 hours per day). The ACT figures relate only to prisoners held in the Belconnen Remand Centre and therefore open and secure custody breakdowns are not applicable for that jurisdiction. Out-of-cell hours for open custody ranged from 16.8 per day in Queensland to 12.6 hours per day in NSW. Out-of-cell hours for secure custody ranged from 11.9 hours per day in Victoria to 8.2 hours per day in the NT (figure 10.7).

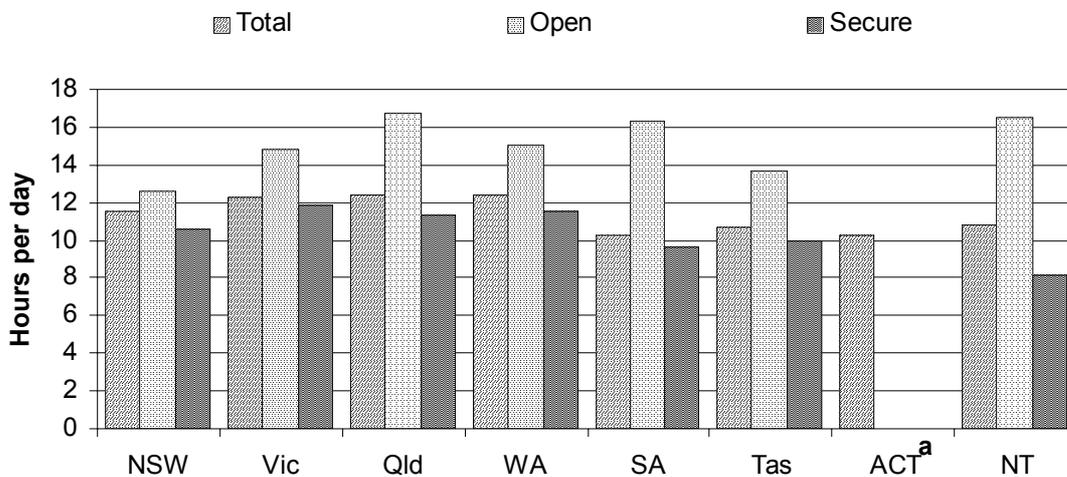
Figure 10.6 Prisoner escape/abscondment rate, 2000-01



<sup>a</sup> The ACT does not operate open security prisons. The secure custody data comprise all escapes from the jurisdictions remand centre.

Source: table 10A.9.

Figure 10.7 Average out-of-cell hours, by type of prisoner, 2000-01



<sup>a</sup> Open and secure custody breakdowns are not applicable to the ACT.

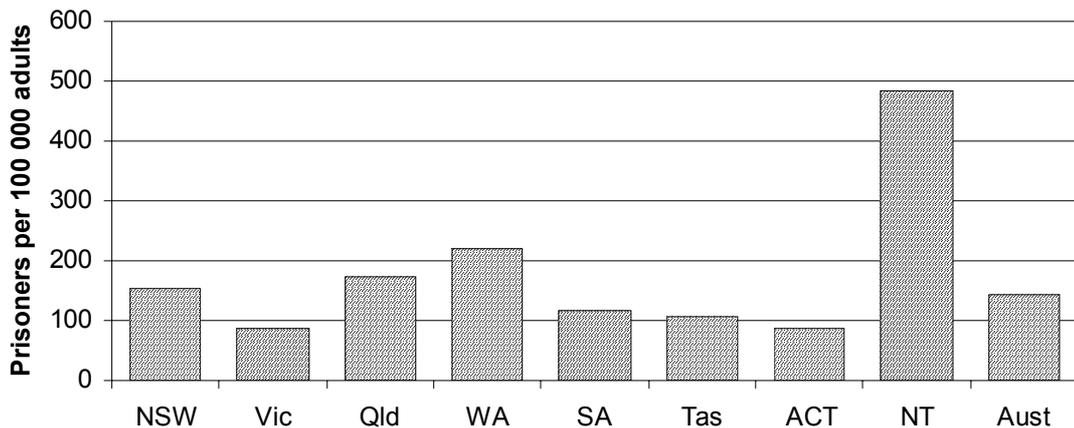
Source: table 10A.10.

### Imprisonment rate

The rate of imprisonment per 100 000 adults (excluding periodic detainees) in 2000-01 ranged from 483.4 in the NT to 87.8 in the ACT (figure 10.8). Rates for Indigenous prisoners ranged from 3018.1 per 100 000 Indigenous adults in WA to

456.7 in Tasmania. The imprisonment rate per 100 000 adults for periodic detention was 22.6 in NSW and 29.2 in the ACT (table 10A.4).

Figure 10.8 Imprisonment rates, 2000-01<sup>a</sup>



<sup>a</sup> 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 (ABS figures supplied by the National Centre for Crime and Justice Statistics). 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 corrections

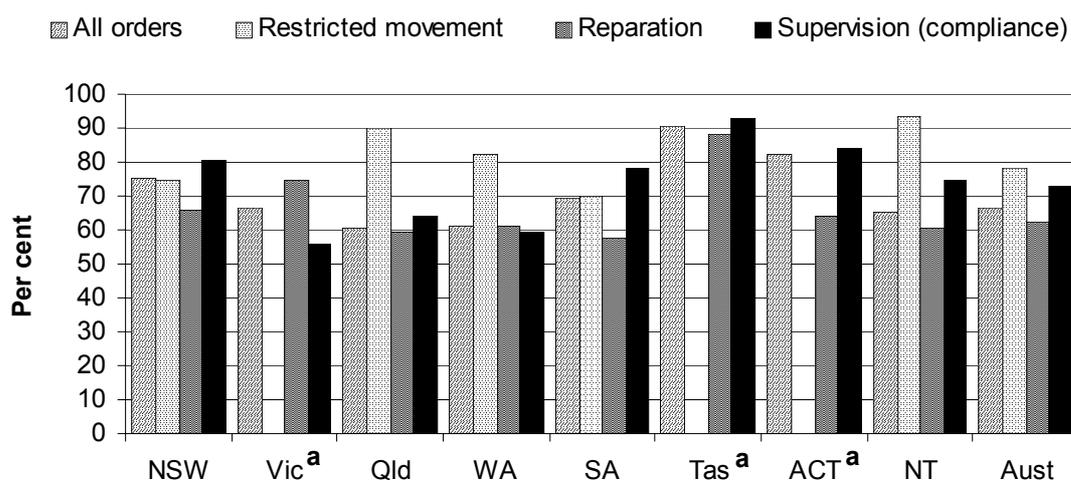
### Completion of community orders

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 care because, for example, a 100 per cent order completion figure could mean either exceptionally high compliance or a failure to detect or act on breaches of compliance. 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 having their order breached. High breach rates, therefore, may be seen in some jurisdictions as a positive outcome reflecting tougher management of community based orders.

Tasmania reported the highest rates of successful completion for total orders at 90.3 per cent and Queensland the lowest at 60.4 per cent in 2000-01. Successful

completion of restricted movement orders (for those five jurisdictions operating this program) ranged from 93.5 per cent in the NT to 69.9 per cent in SA. Completion rates for reparation orders ranged from 88.3 per cent in Tasmania to 57.6 per cent in SA. Completion rates for supervision orders ranged from 93.2 per cent in Tasmania to 55.7 per cent in Victoria (figure 10.9).

**Figure 10.9 Successful completion of community corrections orders, 2000-01**



<sup>a</sup> Victoria, Tasmania and the ACT did not have restricted movement orders in 2000-01.

Source: table 10A.11.

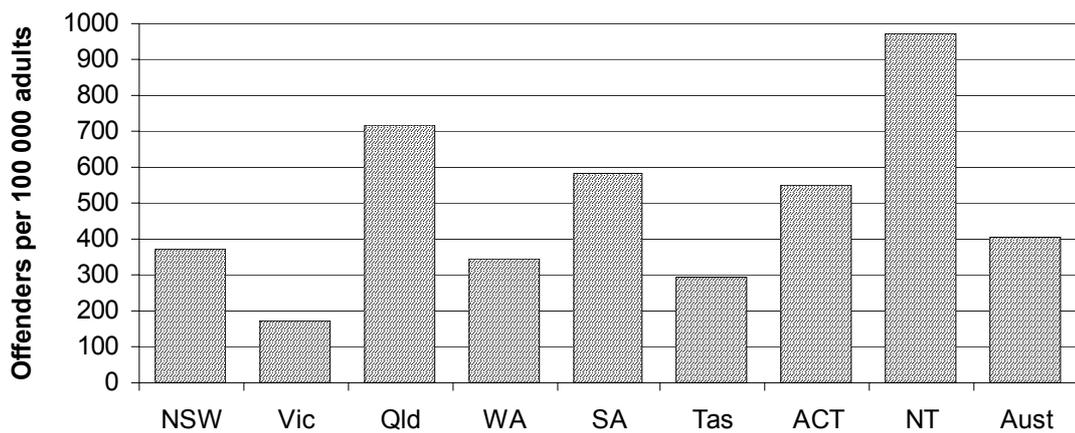
### *Community correction offender rate*

In line with revised national counting rules, the average daily community correction population includes offenders on inactive orders — that is, offenders awaiting a breach or court hearing or interstate transfer, or those sentenced to a prison term that is shorter than the period still to serve on the order. The NT is the only jurisdiction in which offenders continue to be counted in the daily community correction population until the time that the breach is determined by a court, which can substantially exceed the term of the actual order. The inclusion in 2000-01 of offenders from the NT on inactive orders has effectively doubled the NT community correction offender rate compared to previous years.

The NT reported the highest community corrections rate for all offenders in 2000-01 (971.2 per 100 000 adults) and Victoria reported the lowest at 174.7 (figure 10.10). Rates for Indigenous offenders ranged from 5075.8 per 100 000 Indigenous adults in the ACT to 978.7 in Tasmania (table 10A.4). However, jurisdictional comparisons need to be interpreted with care, 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 10.10 **Community corrections rate, 2000-01<sup>a</sup>**



<sup>a</sup> 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*

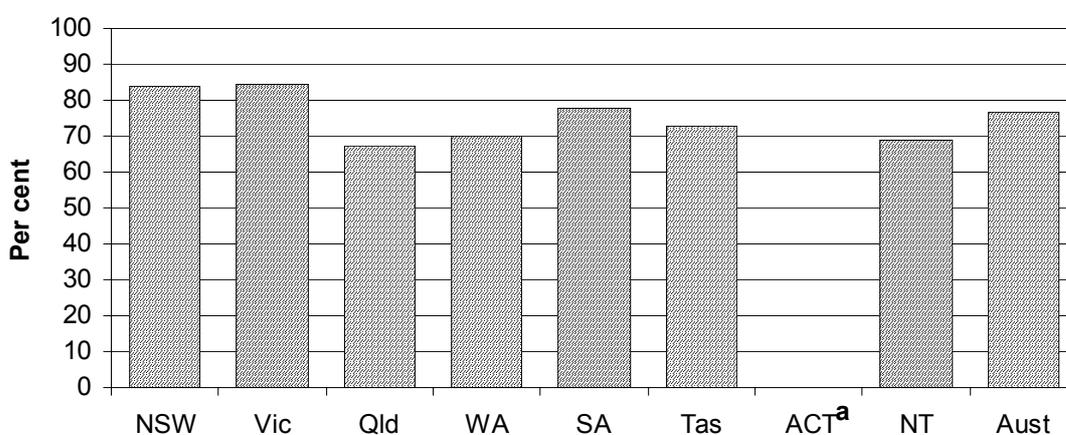
Prisoner work provides reparation by generating income from prison industries (industries that are run on a commercial basis and aimed at an external clientele) and by offsetting expenditure through work in prison services (work undertaken to service the prison) or unpaid community work by prisoners.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

Victoria reported the highest percentage of prisoners employed in 2000-01 (84.2 per cent of prisoners eligible to work) and Queensland reported the lowest percentage at 67.5 per cent (figure 10.11). These comparisons need to be interpreted

with care, 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 2000-01 in the two jurisdictions operating periodic detention was 85.6 per cent in NSW (table 10A.22) and 45.5 per cent in the ACT (table 10A.60).

**Figure 10.11 Proportion of eligible prisoners employed, 2000-01**



<sup>a</sup> Excludes the ACT as that jurisdiction's prison only accommodates 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 community corrections hours ordered to be worked per offender (115.1 hours) and Queensland reported the lowest (41.8 hours) in 2000-01. As 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. New South Wales and Victoria did not report on this measure in 2000-01 (table 10A.12).

The ACT reported the highest number of hours actually worked per offender (63.3 hours) and Queensland reported the lowest (35.6 hours). New South Wales and Tasmania did not report on this indicator in 2000-01. South Australia reported

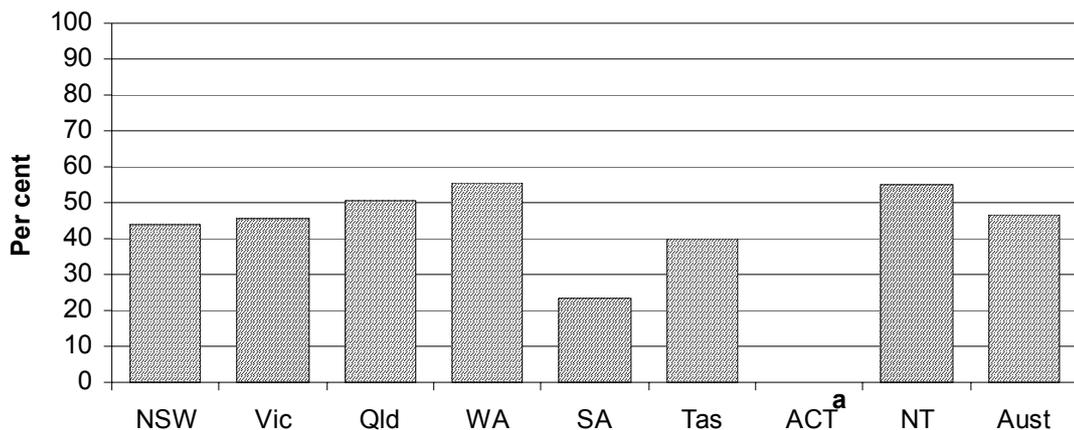
the largest ratio of hours ordered to hours worked at 2.8 and Queensland reported the smallest ratio at 1.2 (table 10A.12).

### 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 highest percentage of eligible prisoners undertaking education or training courses in 2000-01 was reported by WA (55.5 per cent) and the lowest was reported by SA (23.1 per cent) (figure 10.12).

**Figure 10.12 Proportion of prisoners enrolled in education and training, 2000-01**



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

Source: table 10A.13.

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 (53.2 per cent), NSW reporting the highest in secondary school sector courses (35.7 per cent), and Queensland reporting the highest in both higher education sector and pre-certificate level 1 courses<sup>2</sup> (4.9 per cent and 18.7 per cent respectively). Education indicators were not

<sup>2</sup> Refers to accredited education courses below the Certificate 1 level (eg learning to read, recognising numbers, etc).

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applicable to the ACT because the jurisdiction only accommodates remand prisoners (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. Introduced for the first time in the 1998 Report, only two jurisdictions were able to report on this indicator for 2000-01 — WA (51.7 per cent) and the NT (28.4 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.

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.

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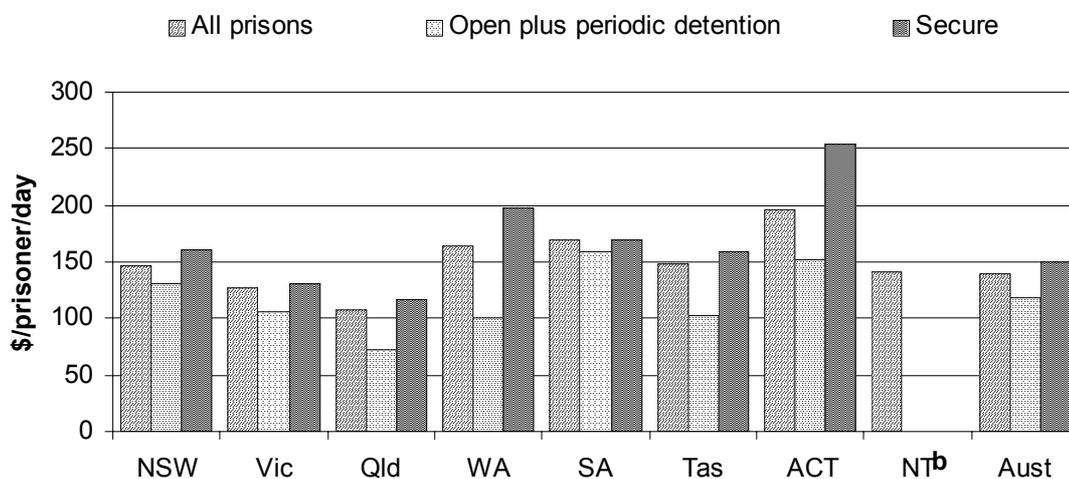
### Total cost of service

This measure is an aggregate of all corrective service system costs (prisons, community corrections, and transport and escort services) per person in the population (all ages). Total recurrent expenditure per person ranged from \$206.7 in the NT to \$44.5 in Victoria (figure 10.1).

### Cost per prisoner (all prisons)

A measure of the efficiency in systemwide resource management is the recurrent cost of prison services divided by the number of prisoner days (unit costs). Average recurrent cost per prisoner per day (for open and secure prisons combined) ranged from \$195.9 in the ACT to \$108.4 in Queensland in 2000-01. Calculating costs for open and secure custody separately, the ACT reported the highest unit cost for secure prisons at \$253.2 and Queensland maintained the lowest unit cost at \$116.5. South Australia reported the highest unit costs for prisoners in open custody (which includes periodic detention cost in NSW and the ACT) at \$159.5 and Queensland showed the lowest at \$72.3 (figure 10.13).

Figure 10.13 Cost of prisons, 2000-01<sup>a</sup>



<sup>a</sup> Net recurrent expenditure includes payroll tax, capital asset charges and other associated expenses (such as debt servicing fees, depreciation or accommodation fees) but is net of recurrent receipts (own source revenues). Unit costs are calculated against recurrent expenditure excluding all these items, in order to enhance comparability across jurisdictions. <sup>b</sup> The NT did not report on open and secure custody costs separately in 2000-01.

Source: table 10A.6.

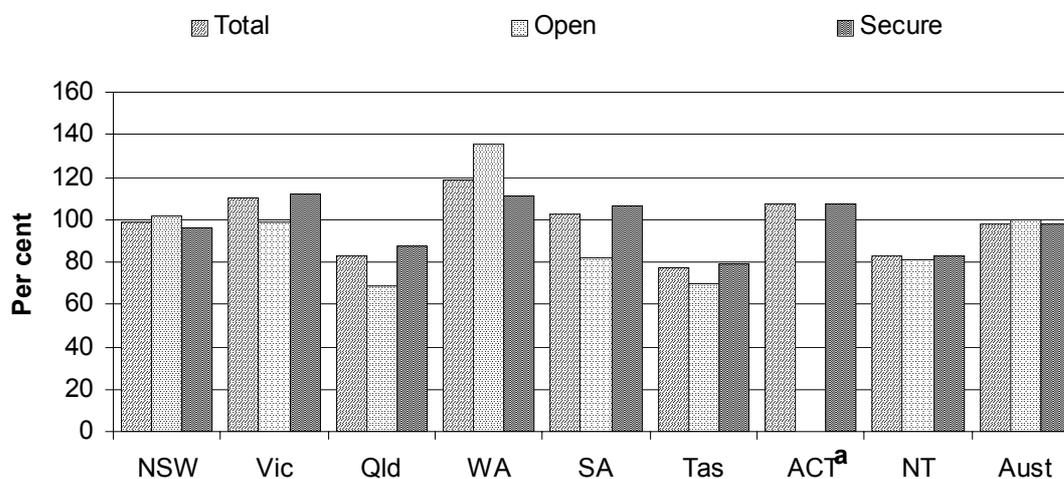
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### *Prison utilisation*

A prison system's utilisation rate is considered to be an indicator of the efficiency with which private and publicly owned assets are employed. The optimum rate of prison utilisation lies in the range of 85 to 95 per cent because facilities need to 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.

Prison utilisation for all prisons (open plus secure) in 2000-01 ranged from 118.5 per cent in WA to 76.8 per cent in Tasmania. Rates in Victoria, WA, SA and the ACT exceeded 100 per cent of current design capacity. (Rates exceed 100 per cent of design capacity when more prisoners are housed in a facility than allowed for in its design.) Victoria reported the highest secure prison utilisation rate at 111.6 per cent and Tasmania reported the lowest at 78.7 per cent. Western Australia had the highest open custody utilisation rate at 136.0 per cent and Queensland the lowest at 68.7 per cent in 2000-01 (figure 10.14).

**Figure 10.14 Prison capacity utilisation rates, 2000-01**



<sup>a</sup> Open and secure custody breakdowns are not applicable to the ACT.

Source: table 10A.15.

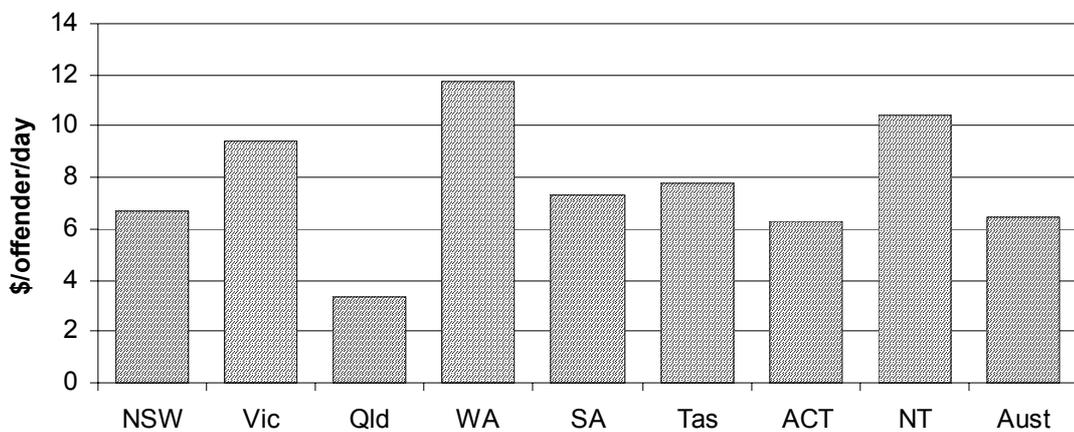
### *Cost per offender (community corrections)*

A measure of the efficiency in 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. This indicator is affected by size

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

Cost per offender per day in community corrections ranged from \$11.7 in WA to \$3.3 in Queensland in 2000-01 (figure 10.15). The inclusion of NT offenders on inactive orders in 2000-01 has effectively halved the NT cost per offender from the previous year.

Figure 10.15 **Cost of community corrections, 2000-01<sup>a, b</sup>**



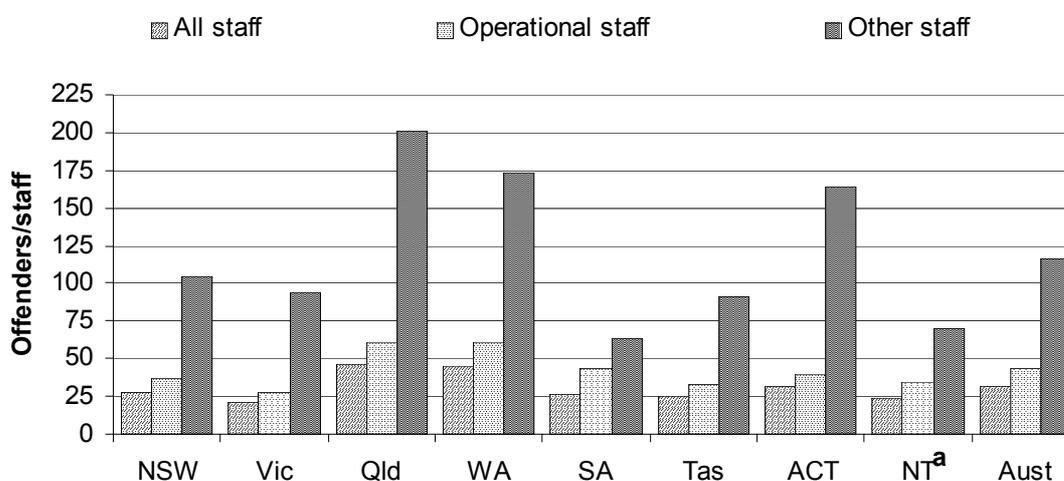
<sup>a</sup> Unit cost is calculated using total recurrent expenditure less (where applicable to the jurisdiction) consolidated funds and receipts, payroll tax, capital asset charges and other associated expenses, such as debt servicing fees, depreciation or accommodation fees. <sup>b</sup> The NT unit 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.

### *Offender-to-staff ratio*

Offender-to-staff ratios for community corrections ranged from 46.8 offenders per staff member in Queensland to 21.7 in Victoria in 2000-01. Western Australia reported the highest number of offenders to ‘operational staff’ at 61.4 and Victoria the lowest at 28.2. The equivalent figures for ‘other staff’ ranged from 200.7 in Queensland to 63.6 in SA (figure 10.16). The inclusion of NT offenders on inactive orders in 2000-01 has effectively doubled the ratio of offenders to staff in the NT from the previous year.

Figure 10.16 Community corrections offender-to-staff ratios, 2000-01



<sup>a</sup> 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. None of the four jurisdictions that have private prisons (NSW, Victoria, Queensland and SA) provided data on the unit cost of government operations separately. 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 for the 2002 Report.

#### 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

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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.

No jurisdiction has provided data on asset values, which means that the user cost of capital cannot be calculated. It is anticipated that, given the findings of the Steering Committee's study into the comparability of asset values (box 10.2), data will be included for this indicator in future reports.

**Box 10.2 Asset measurement in the costing of government services**

Costs associated with non-current physical assets (such as depreciation and the user cost of capital) are potentially important components of the total costs of many services delivered by government agencies. Differences in the techniques for measuring non-current physical assets (such as valuation methods) may reduce the comparability of cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated a study: *Asset Measurement in the Costing of Government Services* (SCRCSSP 2001). The aim of the study was to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs.

In corrective services, the results reported in the study indicate that different methods of asset measurement could lead to quite large variations in reported capital costs. Considered in the context of total unit costs, however, the differences created by these asset measurement effects were relatively small as capital costs represent a relatively small proportion of total cost. These differences may affect cost rankings between jurisdictions. A key message from the study was that the adoption of national uniform accounting standards across all service areas would be a desirable outcome from the perspective of the Review. The results are discussed in more detail in chapter 2.

*Cost per offender*

Cost per offender for each jurisdiction is shown in figure 10.15. These costs represent a systemwide and government-only measure of efficiency, because there are no non-government operated community corrections facilities.

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## 10.5 Future directions in performance reporting

Jurisdictions will continue to refine definitions and counting rules to maximise comparability across States and Territories. A number of indicators are currently being trialed for inclusion in future reports. They relate to:

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

Other indicators are being developed to report on issues of policy relevance to corrective services, such as prisoner visits and indicators to assess illicit drug related incidents.

Time series data will be extended in future years as the base of comparable indicators expands over time.

## 10.6 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter and attachment 10A on the CD-ROM. 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. The information covers aspects such as age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

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The NSW Department of Corrective Services is presented with the continual challenge of effectively managing individuals under its care and supervision. With an increase in the imprisonment rate (153.2 in 2000-01 compared with 150.3/100 000 adults in 1999-2000), a 9 per cent increase in prison population numbers since 1998-99 and a 3 per cent rise in numbers since last year, the strain on staff, facilities and budgets has been considerable.

To address the changing inmate populations, the Department has been reviewing existing systems and processes with the primary objective of implementing new programs and strategies targeted at reducing re-offending behaviour. Every new program, new process and new facility will be based on a 'throughcare' strategy which focuses on endeavouring to return the offender successfully back into the community by examining every aspect of the offender's contact with the Department.

In light of this increased demand, the Department has managed to improve its facilities, security, case management and classification processes, and staff training. In fact, the NSW escape/abscondment rate was relatively lower compared to other jurisdictions (2000-01 NSW: 1.37/100 prisoners; Australian average: 2.37/100 prisoners) and the 'apparent unnatural causes' death rate has declined considerably from previous years (0.33/100 prisoners in 1998-99 to 0.15/100 prisoners in 2000-01). Employment rates have also increased substantially from previous years to an eligible participation rate of 84 per cent.

Other correctional achievements occurring during 2000-01 have included the opening of the High Risk Management Unit (HRMU) at Goulburn Correctional Centre, as well as the redevelopment of existing institutions including Long Bay, Yetta Dhinnakkal Correctional Centre at Brewarrina and the Warakirri Correctional Centre at Ivanhoe. Other major developments include the opening of Stage 2 of the Emu Plains Correctional Centre for women, along with John Morony II Correctional Centre and the Metropolitan Periodic Detention Centre at Parklea.

During the 2000-01 financial year, many NSW Drug Summit recommendations were implemented to continue to help inmates to break the cycle of drug addiction. Some of these initiatives have included the establishment of ambulatory detoxification units throughout the state, including a new facility at Parklea Correctional Centre.

Overall, NSW has continued to perform consistently well across most indicators compared with other jurisdictions. NSW has also significantly improved its performance compared with results from previous years in assaults, deaths, time out of cells and employment.

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## Victorian Government comments

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The significant growth in prisoner numbers in Victoria over a number of years has resulted in a chronic shortage of permanent beds and overcrowding in our prisons. The Victorian Government regards imprisonment as a sanction of last resort, and is committed to providing effective sentencing alternatives to prison. The Victorian Government's policy objectives for Correctional Services emphasise the concepts of community safety and reducing re-offending.

The Victorian Government has developed a Corrections Long Term Management Strategy plan which defines the framework for policy objectives for corrective services in Victoria over the next decade. The Strategy addresses the accommodation shortage through a prison building program and the establishment of a range of diversion and rehabilitation programs in both prisons and community corrections.

The major initiatives presented in the Corrections Long Term Management Strategy plan are:

- A prison infrastructure program — The program has three key components: a strategy to add temporary capacity to the system, expansion of the permanent accommodation in existing facilities, and construction of three new prisons. The net result of the building program will be over 1000 new prison places over the next four years. Accommodation in some existing prisons will also be upgraded. A review of prison cell design and associated prisoner safety issues was conducted during 2000-01 and established guidelines that will set the standard for future cell design and fire safety in Victoria's prisons.
- Redevelopment of Community Correctional Services — A major review of the Community Correctional Services in 2000-01 recommended that the services be reinforced and expanded. Community Correctional Services received a major funding boost in May 2001 to provide increased staffing levels, enhancement of the court advice services provided to magistrates, additional focus on services for high-risk offenders, improvement of the pre-release and parole program, additional assessment and counselling services and new programs aimed at reducing re-offending.
- Pre and Post-release Support — Improvement of transitional support for prisoners on release from custody is a key element of the Victorian Government's strategy of reducing re-offending. Significant funding has been allocated for a range of pilot programs aimed at assisting prisoners to make a successful transition from custody to the community.
- Rehabilitation and Reducing Offending Initiatives — Prisoners whose crimes have the greatest impact on their victims, violent and sex offenders, will be targeted for new intensive prison-based programs to improve their prospects for rehabilitation.

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## Queensland Government comments

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Corrective Services in Queensland has continued to experience significant change during 2000-01 with the introduction of the *Corrective Services Act 2000* and the *Corrective Services Regulation 2001*. The new Act is designed to provide clearer, more comprehensive and equitable corrective services legislation for Queensland. It abolished remission for prisoners who have committed offences after commencement of the Act; provides for new orders, reforms release to work, home detention and parole as post-prison community based release orders, and provides statutory recognition for the Work Outreach Camp (WORC) and Women's Community Custody Programs.

The Department has continued to expand and modernise correctional centres throughout the State with the completion of the expansion of Woodford Correctional Centre to 1000 beds making it the largest correctional centre in Australia. The completion of this expansion combined with a 6.9% reduction in prisoner numbers from 1999-2000 assisted in the achievement of an improved utilisation rate of 83.2 per cent.

No escapes from secure custody have occurred in Queensland since 1997-98 and the rate of escapes from open custody of 1.51 continues below the Australian average of 2.37. The rate of unnatural deaths has continued to decline and at 0.13 remains below the Australian average of 0.16. A 37 per cent reduction in the rate of prisoner on prisoner assaults brought this rate down to 6.83, a level that has not been achieved since 1996-97. The rate of prisoner on staff assaults increased to 1.53 during 2000-01.

The overall rate of prisoner employment (commercial industries and prison services) at 67.5 per cent is an improvement from 1999-2000 but remains below the Australian average of 76.6 per cent. Queensland continues to record a high level of prisoner education and training at 50.6 per cent compared to the Australian average of 46.4 per cent.

The State Penalties Enforcement Register (SPER) was introduced in November 2000. The intent of SPER is to ensure that fines are satisfied through various payment options thereby reducing the number of fine defaulters in the custodial system. As part of the implementation of SPER, an amnesty on all warrants of commitment commenced in November 2000. As a consequence of this amnesty, the number of offenders subject to fine option orders has declined and this has had a subsequent effect on the total number of community orders under supervision.

Queensland continues to provide effective, low cost corrective services with the lowest cost per prisoner per day in each category of corrective services at \$116 in secure custody, \$72 in open custody and \$3 in community corrections.

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## Western Australian Government comments

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Western Australia has implemented a new custodial information management system which contributes to more systematic and integrated data collection, analysis and reporting. A new information management system for community corrections is being planned for development in 2002-03. In conjunction with the Integrated Courts Management Information system which is currently under development, these systems will further improve data quality, timeliness and value to management.

The 2002 Report shows improved comparability between jurisdictions on most indicators, however, geographic and demographic differences between jurisdictions can appear as differences in performance. This is particularly relevant to efficiency indicators for WA where cost can be greatly increased by providing services such as community corrections in areas that have vast distances between communities.

Western Australia's high rate of imprisonment is the target of the government's strategy to reduce imprisonment. It consists of legislative changes to restrict the availability of short sentences while increasing the range and effectiveness of community corrections sanctions and initiating a graduated range of responses to breaching offenders on parole or orders. It is anticipated that the rate of Indigenous imprisonment will be reduced as a consequence of this strategy.

The reducing imprisonment strategy is supported by detailed analysis of offender populations, long term demand projections and consultation with community people on the appropriate forms of service delivery. Services planning is currently focussed on the needs of women offenders and Indigenous offenders in regional areas. By engaging all sections of justice services in planning and establishing links between police, courts, custodial and community corrections, it is anticipated that better outcomes for the community and for offenders can be achieved.

During 2000-01, the new Hakea Assessment and Receiving Centre commenced operation which is an important contributor to the implementation of the Integrated Prison Regime. Based on a case management approach, there is a strong focus on addressing offending behaviours. The introduction of a cognitive skills program enhances the range of offence related programs that can be provided.

The pressure on the prison system arising from the high occupancy level in 2000-01 (118 per cent of design capacity) will decrease throughout 2001-02 with the commissioning in May 2001 of Acacia, the new privately operated prison. When fully operational in March 2002, it will hold 750 medium security prisoners.

This suite of strategies is part of the long-term vision for justice in WA that will result in more comprehensive and more effective management of offenders for the increased safety of the community.

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## South Australian Government comments

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SA continues to support the development and collection of national performance indicators, which will ultimately assist in the identification of benchmarks or best practice in the corrections environment. 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 through the refinement of data definition and counting rules.

After three years of decline, the SA daily average prison population remained stable during 2000-01. The daily average was 1321 in 2000-01 compared with 1329 in 1999-2000. The imprisonment rate in SA has fallen to 115, well below the national average of 144.2. Additionally, the daily average community corrections population also stabilised at 6683 in 2000-01 from 6658 in 1999-2000. However, this is still well below the daily average of 1997-98 of 8366.

Despite the falling corrections population over the last few years, SA still has one of the highest “cost per prisoner” rates, because costs do not fall in direct proportion to prisoner numbers, particularly fixed costs which can only be significantly influenced by the full closure of a cellblock or prison.

SA’s performance in 2000-01 compared favourably with previous years.

- There was a substantial drop in secure and open perimeter escape rate.
- Further improvements in average daily time out of cells, compared with last year.
- SA prisoner employment rate remained above the national average.
- The overall rate of orders successfully completed in SA is higher than the national average for the first time.

Major developments during 2000-01 in SA corrections were:

- the continuation of security upgrades at two of the State’s major prisons, and the commencement of upgrades to fire and smoke detection systems;
- expansion of education facilities for all prisoners with discrete facilities for Aboriginal prisoners; and
- the commencement of the planning stages for *Corrections Towards 2020*. This project will endeavour to chart the department’s needs and direction over the next 20 years.

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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, and the availability of the Launceston Remand Centre, additional remand accommodation is consistently required within the maximum security prison at Risdon.

The Tasmanian government has acknowledged the need for significant change in the physical prison environment. The Prisons Infrastructure Redevelopment Program was announced in 2001, with large-scale planning for new facilities and services currently underway. It is envisaged that, with the prison population continuing to increase, it may become necessary to incorporate additional accommodation into existing facilities to deal with short-term overcrowding.

Despite the demands on facilities and staff, Tasmania has recently experienced a significant decrease in escape rates, and is one of only three jurisdictions reporting zero deaths in custody due to unnatural causes in 2000-01.

Tasmania's recurrent expenditure figures were affected in 2000-01 by the fact that depreciation costs of most prisons were adjusted (increased) to reflect redevelopment plans for facility replacement.

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 — 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. ”

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## Australian Capital Territory Government comments

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The ACT has had a particular focus on prevention of property crime. Initiatives have included public education about how best to protect property and a law enforcement and corrections focus on recidivist and high risk offenders. A whole of government focus has also been placed on targeting high risk children and families with the introduction of early intervention programs, particularly in the corrections, education, family services and health portfolios.

In May 2001, the ACT Government decided to proceed with the establishment of an ACT prison to house remandees and sentenced prisoners. The Government also decided that the facility would be publicly owned and would have a capacity of 480 beds, including 50 beds for periodic detainees, and would house men and women prisoners of all security classifications. Following the decision, detailed work has proceeded on a functional brief and operating specifications, enabling legislation and project delivery methodology options. The project and the model developed so far are currently subject to consideration and possible review by the new ACT Government which came to office in October 2001.

High ACT prisoner per day costs 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 2000-01 statistics for the ACT 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.

While low by Australian standards, the rate of imprisonment rose 9.75 per cent on the previous year's rate to 87.8 prisoners per 100 000 of the adult population. The average daily prisoner population rose from 186 in 1999-2000 to 206 in 2000-01. The increase in the offender rate, which refers to offenders managed by Community Corrections rose by 15 per cent compared to the previous period.

As stated in previous years, 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

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The NT Government is confident of its continued support for the Report. The data collection is beneficial to the business of Correctional Services, and is important for comparative analysis and self improvement in the Territory where few valid comparisons can be made with other service providers or jurisdictions.

The NT has two 400 bed multi-classification prisons, each with its own open security facility, and located 1500 kilometres apart. Prisons, community corrections and juvenile justice (which is excluded from the data collection) are all administered by the one Agency in the Territory, which poses significant management issues due to the jurisdictions' large geographical size (over 1.3 million square kilometres), significant population dispersion with a relatively small mass (194 200 people), and a high Indigenous population of approximately 28.5 per cent (or 55 300 people).

The NT's daily average prisoner population for 2000-01 was 660, an increase of 45 over the previous year. This shows fairly static prisoner numbers for the past four years, and has given the NT a consistently low prison utilisation rate compared to design capacity for total secure and open custody (82.5 per cent).

While 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 full time equivalent staff of around 58, Community Corrections had an average daily caseload of 971 community clients in 2000-01. This amount is more than double the previous year due to the inclusion of inactive (breach or in suspense) orders in this years' national count. The total caseload would be 497 if inactive orders were excluded from the data collection. Community Corrections figures do 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 escapes, with no deaths by apparent unnatural causes or escapes for the year in either category. This reflects well on current prisoner management and handling practices, and of all jurisdictions the NT has the lowest five-year ranking for total unnatural deaths and escapes.

One of the single biggest rehabilitation and reintegration measures available to inmates is participation in education, with the NT ranking second highest in total participation in education, as well as leading the country in the area of vocational education and training. As well, the continued high rankings and excellent performance of the home detention (restricted movement) program is a feature of our successful management of community corrections' orders.

The NT's continued high imprisonment rate is a product of its young, transient, predominantly male population, together with a large number of Foreign Nationals (illegal fishermen and people smugglers), currently 22.6 per cent of inmates.

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## 10.7 Definitions

Table 10.2 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 is regarded as Indigenous if they identify themselves as either an Aboriginal or Torres Strait Islander person and if they are 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	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)	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)	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	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 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: NCAG (2001).

**Table 10.3 Descriptors<sup>a</sup>**

<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.

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

Source: NCAG (2001).

**Table 10.4 Indicators<sup>a</sup>**

<i>Indicator</i>	<i>Definition</i>
Assault	An act of physical violence committed by a prisoner resulting in a physical injury that may or may not require short term medical intervention of a non-hospitalised nature. An assault is recorded where either (a) a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or (b) there is evidence that an assault took place because <u>at least one</u> of the following circumstances apply: there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities. The rate is expressed per 100 prisoner years, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100.
Serious assault	An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm including: (i) requiring medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility (for example, prison clinic, infirmary, hospital or a public hospital); (ii) requiring extended periods of ongoing medical treatment; or (iii) all acts of sexual assault. The same requirements of (a) and (b) (above) for assault apply.

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Table 10.4 (Continued)

<i>Indicator</i>	<i>Definition</i>
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.
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, 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"> <li>• who is in prison custody;</li> <li>• whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody;</li> <li>• who dies or is fatally injured in the process of prison officers attempting to detain that person; or</li> <li>• who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody.</li> </ul> <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"> <li>• remandees who choose not to participate;</li> <li>• hospital patients or aged prisoners who are unable to participate;</li> <li>• prisoners whose protection status prohibits access to participation;</li> <li>• fine defaulters (who are only incarcerated for a few days at a time); and sub-groups of the above categories.</li> </ul>
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"> <li>• remandees who choose not to work;</li> <li>• hospital patients or aged prisoners who are unable to work;</li> <li>• prisoners whose protection status prohibits access to work;</li> <li>• fine defaulters (who are only incarcerated for a few days at a time); and sub-groups of the above categories.</li> </ul>

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**Table 10.4 (Continued)**

<i>Indicator</i>	<i>Definition</i>
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.
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.

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

Source: NCAG (2001).