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## 7 Corrective services

Corrective services aim to meet the overall objectives of the criminal justice system outlined in the Justice preface by providing a safe, secure and humane adult correctional system that incorporates the elements of 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 (for example, parole and community work orders). The term ‘offenders’ is used in this chapter to refer to people serving community corrections orders. Both public and privately operated facilities are included, however, the scope of this chapter does not extend to:

- juvenile justice (which is 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 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 7.1. Policy developments and how these may affect the collection, reporting and interpretation of data are briefly discussed in section 7.2. The framework of performance indicators is outlined in section 7.3 and the data collected are discussed in section 7.4. Future developments in performance reporting are broadly discussed in section 7.5. The chapter concludes with jurisdictions’ comments in section 7.6 and definitions in section 7.7.

The scope of the efficiency measures for corrective services has been improved for this year’s Report. For the first time, recurrent and capital costs per prisoner are reported separately, enabling consideration of the full cost to government of imprisonment and the variations in capital cost across jurisdictions. Capital costs are also reported for community corrections. This Report also extends the time series commenced in the 2002 Report to include three-year trends in recurrent cost per prisoner.

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## *Supporting tables*

Supporting tables for chapter 7 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel 97 format as \Publications\Reports\2003\Attach13A.xls and in Adobe PDF format as \Publications\Reports\2003\Attach13A.pdf.

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

## **7.1 Profile of corrective services**

### **Service overview**

As discussed in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, the other two components of the criminal justice system — police and courts. Corrective service responsibilities in some jurisdictions include functions carried out by different justice sector agencies in other jurisdictions — for example, prisoner escorts, management of prisoners held in court cells, management of prisoners in police cells, community correction supervision of juvenile offenders, juvenile detention and prosecution of community correction order breaches.

### **Roles and responsibilities**

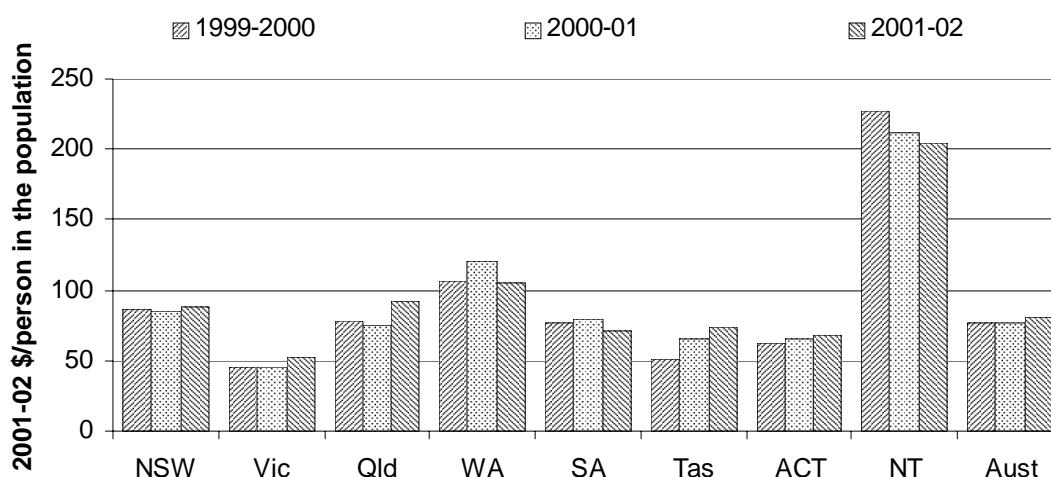
Corrective services are the responsibility of State and Territory governments which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions except the ACT maintained both open and secure custody prison facilities during the reporting period. The ACT maintained one remand prison and one periodic detention facility, with people sentenced to imprisonment in the ACT being held in NSW prisons under contractual arrangements between the two jurisdictions. Five jurisdictions (NSW, Victoria, Queensland, WA and SA) operated private prisons in 2001-02. Two jurisdictions, NSW and the ACT provided for periodic detention of prisoners — for example, weekend detention in custody whereby prisoners are able to return home and maintain work commitments during the week.

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## Funding

Nationally, reported expenditure on corrective services (net of revenue derived from own sources) totalled \$1.6 billion in 2001-02 — \$1.4 billion (86.9 per cent) for prisons, \$161.9 million (10.2 per cent) for community corrections, and \$46.1 million (2.9 per cent) for transport and escort services<sup>1</sup>. Expenditure per person in the population ranged from \$204.8 in the NT to \$52.1 in Victoria in 2001-02 (figure 7.1). Nationally, expenditure per person has increased in real terms by an average of 2.8 per cent a year between 1999-2000 and 2001-02.

Figure 7.1 Real expenditure on corrective services per person<sup>a, b</sup>



<sup>a</sup> Includes expenditure for all corrections (prisons, transport and escort services, and community corrections) net of recurrent receipts (own source revenues) but including payroll tax (except for WA and the ACT where government operations are not subject to payroll tax), depreciation, capital asset charges, debt servicing fees and other associated capital expenses. Does not include the user cost of capital. Per person cost is calculated using total population (all ages) figures. <sup>b</sup> Data for previous years have been adjusted to 2001-02 dollars using the gross domestic product (GDP) price deflator (table A.26).

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

## Size and scope of sector

### *Prison custody*

In 2001-02, there were 97 prisons (including two transitional centres and 12 privately operated prisons, of which five are community custody centres), 11 periodic detention centres (located in NSW and the ACT) and fifteen 24-hour

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

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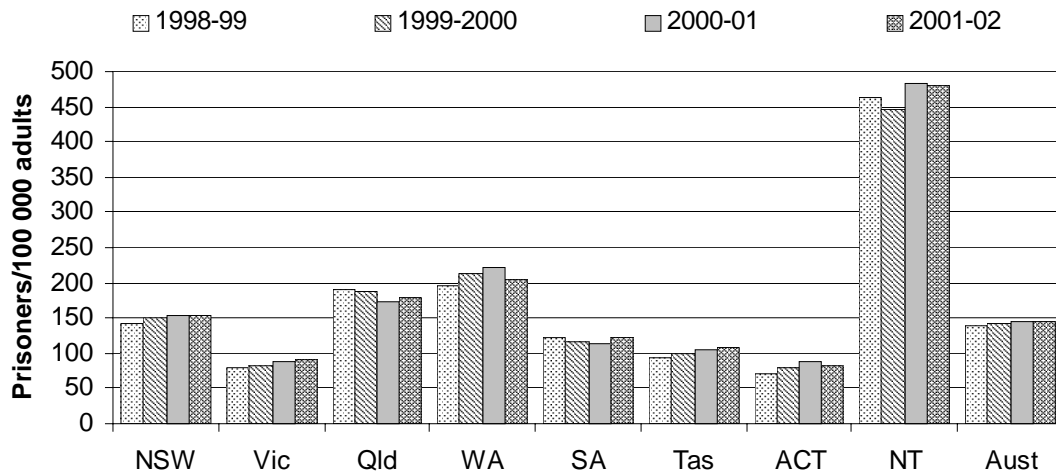
court cell facilities (under the responsibility of corrective services in NSW) — totalling 123 facilities throughout Australia (table 7A.2).

On average, 21 672 people per day were held in Australian prisons during the year (excluding periodic detainees) — an increase of 2.5 per cent over average daily numbers reported in the previous year. In addition, on average 1054 people were serving periodic detention orders in NSW and the ACT in 2001-02 — a decline of 10.5 per cent from 2000-01. Excluding periodic detainees, 27.9 per cent of prisoners were held in open prisons (facilities containing prisoners classified as low security) in 2001-02 and 72.1 per cent were held in secure facilities. A daily average of 3630 prisoners (or 16.8 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year. In 2001-02, the proportion of prisoners accommodated in private prisons in those jurisdictions operating private prisons ranged from 40.7 per cent in Victoria to 7.2 per cent in SA (table 7A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2001-02, comprised 20 241 males and 1431 females — 93.4 per cent and 6.6 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 4239 — 19.6 per cent of prisoners nationally (table 7A.1).

The rate of imprisonment represents the number of prisoners (excluding periodic detainees) per 100 000 of the general adult population. The adult population includes people at or above the minimum age at which sentencing to adult custody can occur in each jurisdiction. This was 17 years in Victoria and Queensland and 18 years in all other jurisdictions, for the reporting period. The national rate of imprisonment for all prisoners was 145.5 per 100 000 Australian adults in 2001-02 compared to 143.6 in 2000-01 (figure 7.2). The NT reported the highest imprisonment rate per 100 000 adults in 2001-02 at 480.1 and the ACT the lowest rate at 83.6 (figure 7.2). The national imprisonment rate for male prisoners was 277.1 per 100 000 adult males and 18.8 per 100 000 adult females for female prisoners (table 7A.4).

Figure 7.2 **Imprisonment rates<sup>a, b</sup>**



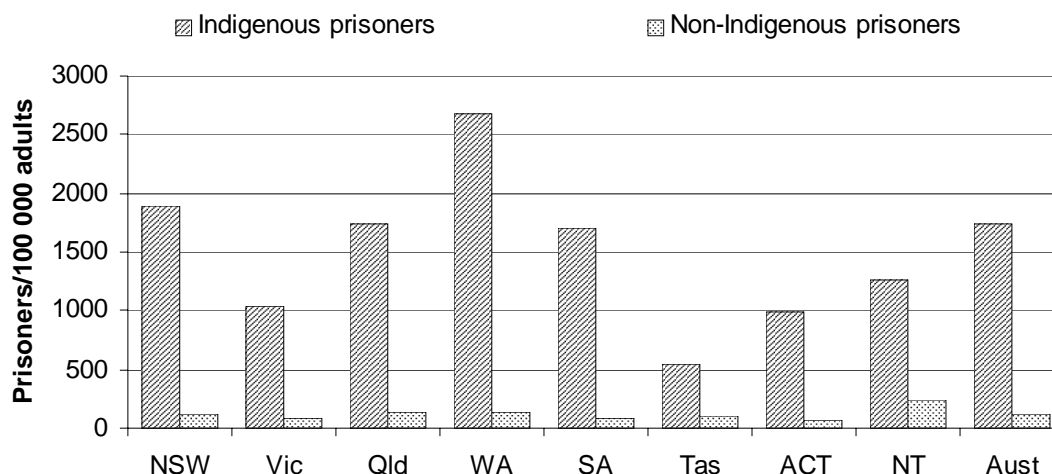
<sup>a</sup> Imprisonment rates for all prisoners are based on the daily average prisoner population supplied by States and Territories, calculated against adult population estimates (Australian Bureau of Statistics (ABS) figures supplied by the National Centre for Crime and Justice Statistics). <sup>b</sup> ACT figures include prisoners held on remand in the ACT and ACT prisoners held in NSW prisons. Australian figures are calculated so that ACT prisoners held in NSW prisons are not double counted.

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

The national imprisonment rate per 100 000 Indigenous adults was 1746.3 in 2001-02 compared with a rate of 115.5 for non-Indigenous prisoners per 100 000 non-Indigenous adults (figure 7.3). The highest rate of Indigenous imprisonment per 100 000 adults was reported in WA (2668.9) and the lowest in Tasmania (540.9). The NT reported the highest non-Indigenous imprisonment rate per 100 000 adults at 236.4 and the ACT reported the lowest rate at 75.6 in 2001-02 (figure 7.3). These comparisons need to be interpreted with care, especially for States and Territories with low Indigenous populations, where small changes in prisoner numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences with other jurisdictions.

While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 78.1 per cent of prisoners were non-Indigenous in 2001-02 (table 7A.1).

Figure 7.3 **Indigenous and non-Indigenous imprisonment rates, 2001-02<sup>a, b, c</sup>**



<sup>a</sup> Imprisonment rates are based on the daily average prisoner populations 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). <sup>b</sup> 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. <sup>c</sup> Prisoners reported as being of unknown Indigenous status are not included. This significantly affects SA and NSW which had by far the highest reported proportion of prisoners of unknown Indigenous status (11.8 per cent and 4.1 per cent respectively). Queensland was unable to report separately and included prisoners of unknown Indigenous status as non-Indigenous prisoners (see attachment 7A).

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

### Community corrections

All jurisdictions operate community corrections programs. Community corrections comprise a variety of non-custodial programs (listed for each jurisdiction in table 7A.23). These programs vary in the extent and nature of supervision, the conditions of the order (such as a community work component or personal development program attendance) and the level of restrictions placed on the person's freedom of movement in the community (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 reintegrating 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, such as suspended sentences, court-imposed home detention, community service

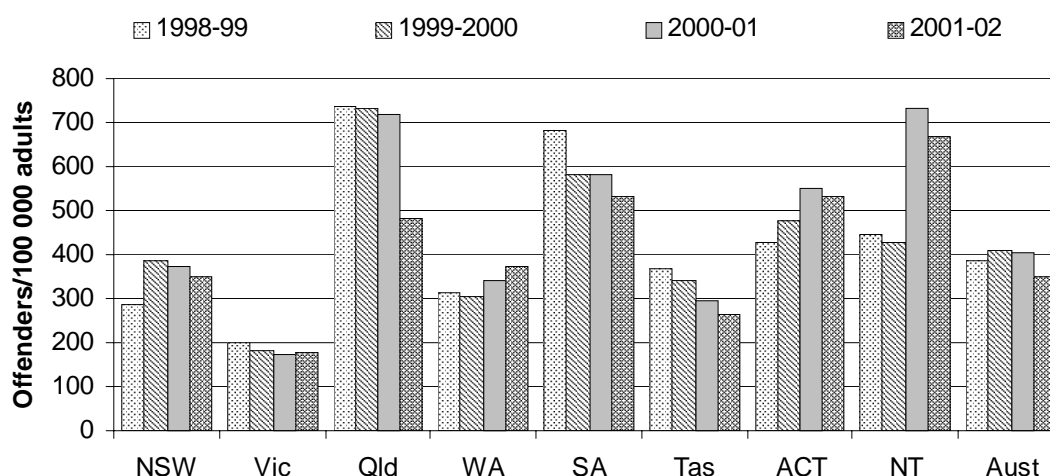
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orders, probation, intensive supervision orders and recognisance. In most jurisdictions, fine default orders fall under community corrections, as does bail supervision in some jurisdictions. Each jurisdiction has reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Victoria and Tasmania in 2001-02.

A daily average of 52 305 offenders were serving community corrections orders across Australia in 2001-02 — a decrease of 12.0 per cent from the previous year's revised figures. This is largely due to a significant reduction in the number of offenders serving fine option orders in Queensland. This daily average comprised 42 583 males (81.4 per cent) and 9 472 females (18.1 per cent), and 250 offenders whose gender was reported as not known. The daily average also comprised 6807 Indigenous offenders (13.0 per cent of the total community correction population) and 40 348 non-Indigenous offenders (77.1 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 7A.3).

The community corrections rate represents 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 351.0 per 100 000 adults in 2001-02 compared to 405.2 in 2000-01 (figure 7.4). The NT reported the highest rate per 100 000 adults in 2001-02 at 669.0 and Victoria the lowest rate at 177.0 (figure 7.4). The national rate for female community correction offenders was 124.7 per 100 000 adults, compared with 583.0 for males (table 7A.4).

Figure 7.4 Community corrections rates<sup>a, b</sup>



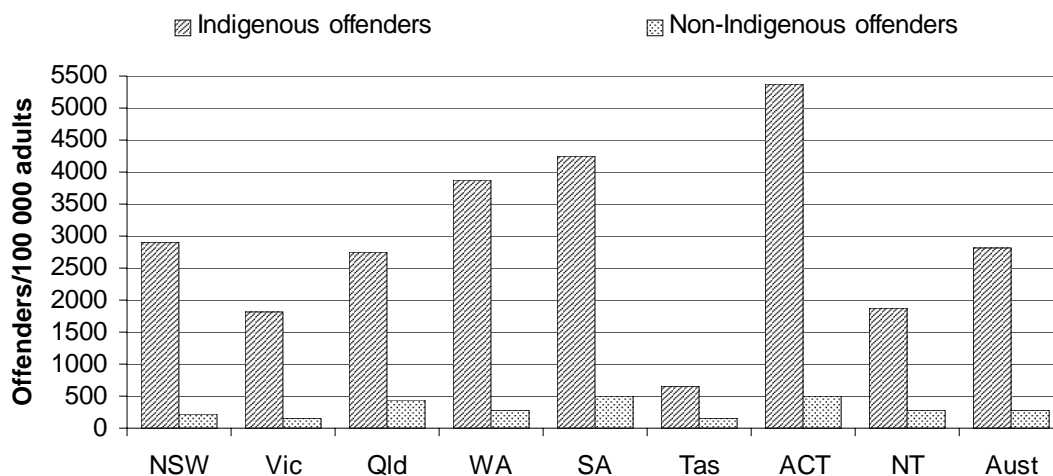
<sup>a</sup> Offender rates are based on the daily average offender populations supplied by States and Territories, calculated against adult population estimates (ABS figures supplied by the National Centre for Crime and Justice Statistics). <sup>b</sup> For the NT, all inactive orders were excluded prior to 2000-01. From 2000-01, only orders inactive for more than three years have been excluded.

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

For Indigenous offenders, the national rate was 2804.4 per 100 000 Indigenous adults compared with 275.3 for non-Indigenous offenders (figure 7.5). The ACT reported the highest rate of Indigenous offenders per 100 000 Indigenous adults in 2001-02 at 5371.9 and Tasmania the lowest at 657.6. The rate of Indigenous offenders in the ACT may be inflated because of the inclusion of NSW residents convicted in ACT courts. The highest rate of non-Indigenous offenders per 100 000 non-Indigenous adults was reported by SA at 488.4 and the lowest rate by Victoria at 159.5 in 2001-02 (figure 7.5). As in the case of imprisonment rates, these comparisons need to be interpreted with care, especially for States and Territories with low Indigenous populations where small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences with other jurisdictions.



Figure 7.5 **Indigenous and non-Indigenous community corrections rates, 2001-02<sup>a</sup>**



<sup>a</sup> Rates are based on the daily average offender populations 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). Offenders reported as being of unknown Indigenous status are not included. This significantly affects Tasmania and NSW which had by far the highest reported proportion of offenders of unknown Indigenous status (32.2 per cent and 25.3 per cent respectively). Queensland and SA were unable to report separately and included offenders of unknown Indigenous status as non-Indigenous offenders (see attachment 7A).

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

## 7.2 Policy developments in corrective services

The development and management of appropriate and effective community-based programs and services continue to be a major policy focus for corrective services. This relates to both programs and services in response to diverse community corrections sentencing options and to post-release programs that address rehabilitation and community reintegration issues for prisoners upon release.

There has been a number of developments in several jurisdictions in relation to community corrections sentencing options, particularly in the expansion or introduction of programs within the restricted movement category. For example, home detention was recently introduced in the ACT and will be expanded to rural areas of SA and the mid-north coast of NSW, and includes the trialling of electronic monitoring in Queensland and the operation of bail supervision in several States. This is an example of the enhanced provision of a range of custodial and community corrections programs across Australian jurisdictions that has implications for trends in prisoner and community correction offender numbers. Legislative alternatives to fine default imprisonment that have been introduced, or

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are planned, in various jurisdictions are also relevant to trends in prisoner and offender numbers.

Jurisdictions are developing or implementing strategies to extend the range of community-based programs with the reduction of re-offending being a key consideration. This extends to the direct involvement of corrective services in designated programs with community partners. For example, NSW operates a graffiti removal project with local government involving periodic detainees and offenders on community work orders.

Transitional management of prisoners upon release into the community is a major policy focus. Several jurisdictions are developing or expanding pre-release programs, targeting prisoner needs in areas such as health, employment, housing, social skills and relationship management, including the establishment of pre-release transitional centres. This becomes particularly relevant given the trends identified by some jurisdictions in relation to the increasing complexity of prisoner profiles (that is, those with unresolved drug and alcohol issues and backgrounds of social disadvantage, low educational achievement, poor employment history, significant health problems including mental illness, and unsatisfactory family and social skills).

Integrated prisoner and offender management has been adopted as a policy framework and is being developed, implemented, or refined across jurisdictions. It involves a whole-of-sentence planning and management approach across custodial and community corrections. This approach has implications for involvement of prisoners in programs outside the custodial setting, such as work release, and for resource management indicators, such as staff ratios and unit costs.

Addressing the specific needs of particular groups of prisoners and offenders is a key element in both custodial and community-based programs and services, particularly given the changing characteristics identified among corrective service populations. The development of culturally appropriate services for Indigenous people, and of appropriate programs for those with mental illness, intellectual disability, substance abuse, dual diagnosis, or history of self-harming behaviour, continues to be a policy focus across jurisdictions. A national forum to identify and address the needs of female prisoners and offenders has also been established. The growing number of foreign nationals held in Australian prisons represents an emerging issue for some States and Territories (for example, 16 per cent of the NT total prisoner population in March 2002 comprised foreign nationals linked to 'people smuggling' offences). The development, introduction, and enhancement of programs and services targeting the needs of specific prisoner and offender groups will increasingly impact upon effectiveness and efficiency indicators in future years.

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## 7.3 Framework of performance indicators

Corrective services performance is reported against common objectives agreed by all jurisdictions (box 7.1).

### Box 7.1 Objectives for corrective services

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

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

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. Definitions and counting rules were refined during 2001-02 as part of the continuing effort to ensure jurisdictional comparability of all indicators. Data for previous years have been updated where possible, in accordance with revised counting rules and definitions. This Report presents some historical data that may be different from data published in the 2002 Report for a number of jurisdictions (and tables are footnoted accordingly). In other

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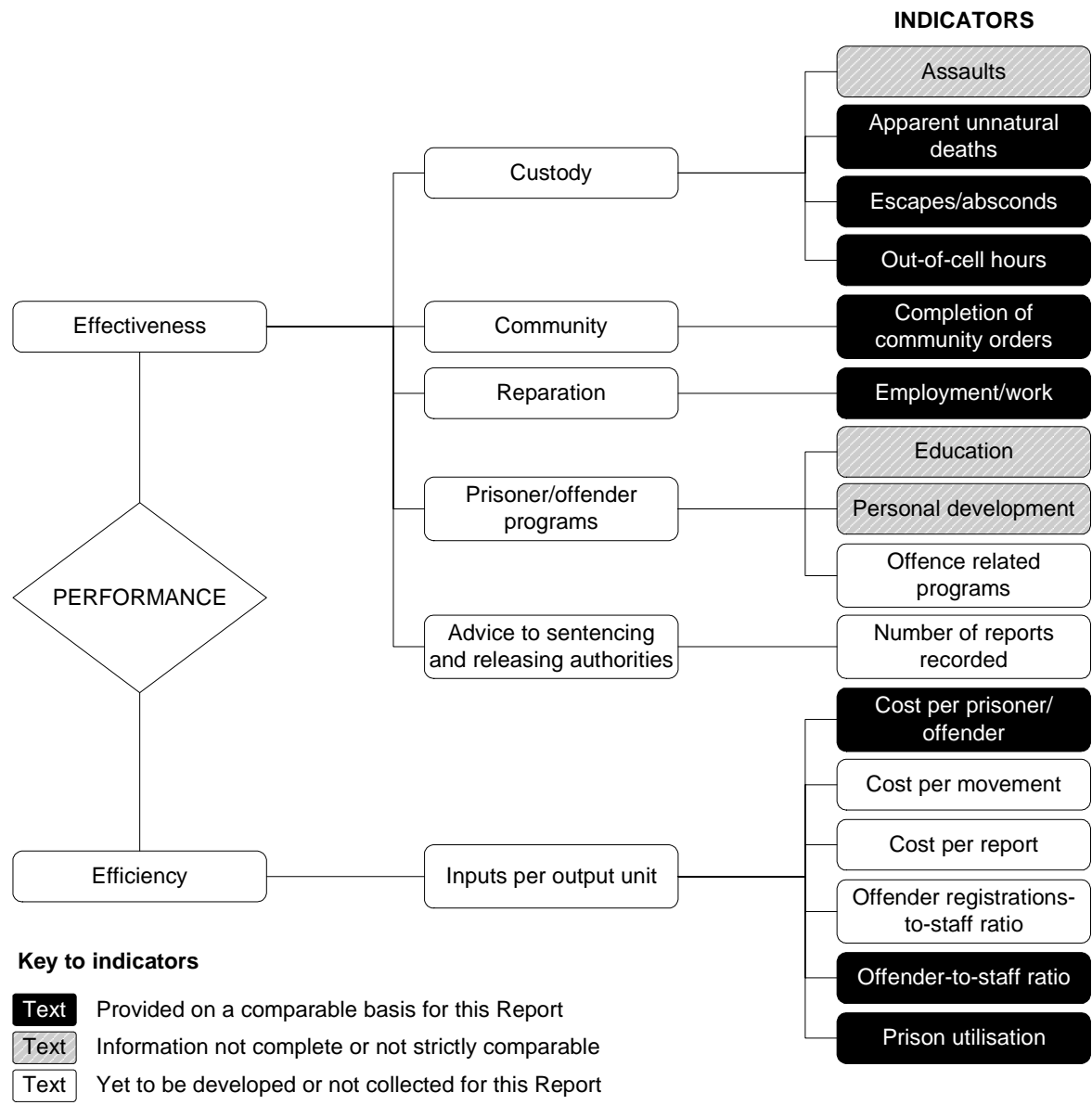
cases, it has not been possible to recalculate historical data, so any conclusions about changes within individual jurisdictions need to be considered in this context.

Figure 7.6 lists the performance indicators for each of the objectives identified in box 7.1. For this Report, imprisonment rate, community corrections rate, and total cost of service have been removed from the indicator framework, but are included as descriptors in the profile section of this chapter. This is because the Steering Committee believes that corrective services agencies do not have sufficient control over the factors that influence these measures for them to be included as performance indicators. Also, systems resource management and government operations resource management are no longer presented as separate breakdowns in the indicator framework. This is because separate cost data for government operations are not available. Data on a number of other indicators are more comprehensive in this Report than in previous reports, for example, costs per prisoner/offender are now reported for both recurrent and capital cost.

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 unique circumstances of contracted service arrangements in the ACT, 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).

The performance indicator framework shows which data are comparable in the 2003 Report (figure 7.6). For data that are not considered strictly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 7.6 Performance indicators for corrective services



## 7.4 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 7.1, using the indicator framework in figure 7.6. 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.

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## Effectiveness

### *Custody*

Prison custody indicators are particularly vulnerable to the effects of small numbers, especially when expressed as a rate of total prisoner populations in jurisdictions with relatively small average daily prisoner populations. Given small absolute numbers in many cases, care needs to be taken when comparing effectiveness indicators across jurisdictions and over time within jurisdictions. A single incident in the smallest jurisdiction can double the rate of some indicators, but have little apparent effect in the larger jurisdictions. For example, a single death in prison in the jurisdiction with the smallest prison population (the ACT) in 2001-02 would calculate to a rate of 1.54 per 100 prisoners and a second death would increase the figure to 3.08. In contrast, one additional death during the year in the jurisdiction with the largest prisoner population (NSW) would change the rate by a far smaller proportion, from 0.10 per 100 prisoners to 0.12, and a second additional death would increase the rate to 0.13.

### *Assaults*

Indicators reporting on 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 also 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 2001-02, WA recorded the highest rate of 'serious assaults' by prisoners on other prisoners per 100 prisoners at 1.8 and SA the lowest at 0.3. NSW had the highest rate of 'assaults' by prisoners on other prisoners per 100 prisoners at 16.4 and SA had the lowest at 0.8 (table 7.1).

The reported rate of 'serious assaults' by prisoners on officers per 100 prisoners in 2001-02 ranged from 0.8 in WA to zero in Victoria, SA and Tasmania (the NSW rate was 0.04 which rounds to zero in the table below). The highest rate of 'assaults' by prisoners on officers per 100 prisoners was also reported by WA at 3.3 and the lowest by SA at 0.1 (table 7.1). The ACT did not report on these indicators in 2001-02.

**Table 7.1 Prison assault rates, 2001-02 (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>
Prisoner on prisoner								
Serious assault	1.1	1.1	1.2	1.8	0.3	0.5	na	0.6
Assault	16.4	6.0	6.9	16.1	0.8	4.7	na	4.2
Prisoner on officer								
Serious assault	–	–	0.1	0.8	–	–	na	0.4
Assault	1.4	0.5	1.0	3.3	0.1	0.8	na	3.1

na Not available. – Nil or rounded to zero.

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

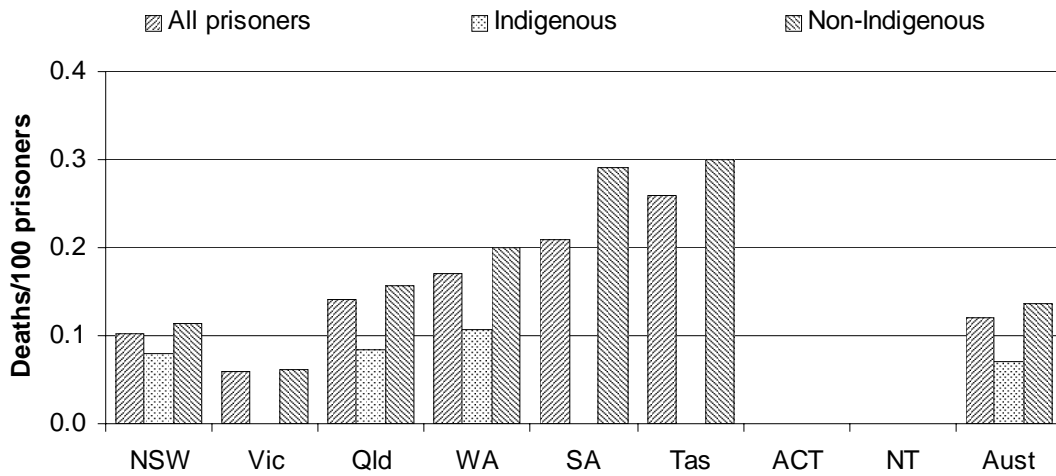
There were no incidents of ‘serious assault’ on periodic detainees by other periodic detainees or on staff by detainees reported in NSW in 2001-02. The rate of ‘assault’ on periodic detainees by other periodic detainees per 100 detainees was 2.4 and the rate of ‘assault’ on staff was 0.1 (table 7A.27). The ACT did not report on these indicators in 2001-02.

### *Unnatural deaths*

In 2001-02, death rates from apparent unnatural causes for total prisoners ranged from 0.26 (one death) per 100 prisoners in Tasmania to zero in the ACT and the NT (figure 7.7). WA reported the highest apparent unnatural causes death rate for Indigenous prisoners at 0.11 (one death) and Victoria, SA, Tasmania, the ACT and the NT reported the lowest at zero (figure 7.7).

Neither of the two jurisdictions operating periodic detention reported deaths of periodic detainees in 2001-02 (tables 7A.27 and 7A.65).

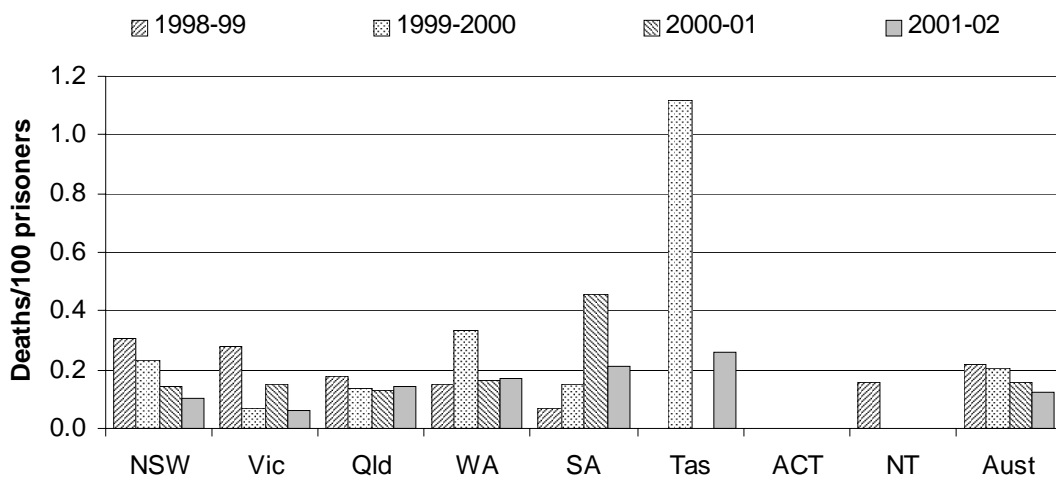
**Figure 7.7 Prisoner death rates from apparent unnatural causes, 2001-02<sup>a</sup>**



<sup>a</sup> NSW, Queensland and WA each had one Indigenous death. Tasmania had one non-Indigenous death.  
 Source: State and Territory governments (unpublished); table 7A.14.

The national rate of death by apparent unnatural causes for all prisoners has declined from 0.22 in 1998-99 to 0.12 in 2001-02 (figure 7.8). Rates have fallen for both Indigenous and non-Indigenous prisoners (table 7A.15).

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



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



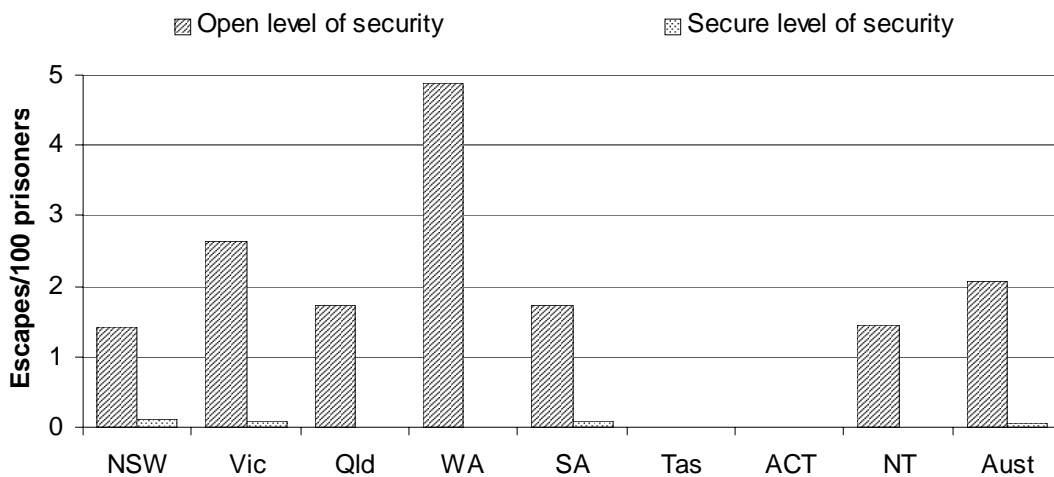
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### Escapes/absconds

Western Australia reported the highest rate of escapes/absconds from open custody in 2001-02 at 4.9 per 100 prisoners and Tasmania reported the lowest rate (zero). The rate of escapes/absconds for secure custody ranged from 0.1 in NSW to zero in Queensland, WA, Tasmania, the ACT and the NT (figure 7.9).

The absconding rate among prisoners serving periodic detention was 0.4 per 100 prisoners for NSW (table 10A.27) and zero for the ACT in 2001-02 (table 7A.65).

Figure 7.9 Prisoner escape/abscondment rate, 2001-02<sup>a</sup>



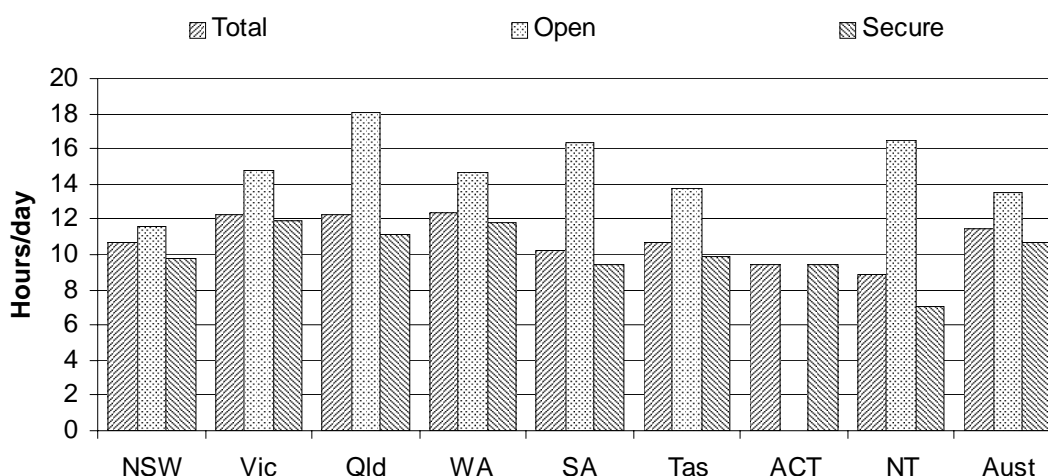
<sup>a</sup> The ACT does not operate open security prisons. The secure custody data comprise all escapes from the ACT remand centre.

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

### Out-of-cell hours

In 2001-02, WA reported the highest average daily out-of-cell hours for all prisons combined (12.4 hours per day) and the NT reported the lowest (8.9 hours per day). Out-of-cell hours for open custody ranged from 18.1 per day in Queensland to 11.6 per day in NSW. Out-of-cell hours for secure custody ranged from 11.9 per day in Victoria to 7.0 per day in the NT (figure 7.10). 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.

Figure 7.10 Average out-of-cell hours, by prisoner security level, 2001-02<sup>a</sup>



<sup>a</sup> ACT data are based on prisoners held in the ACT Remand Centre.

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

## Community

### Completion of community orders

A key effectiveness indicator for the management of offenders in the community is the successful completion of orders. Unsuccessful completion occurs when the offender breaches an order (failing to comply with the conditions of the order) or commits a further offence. Data need to be interpreted with care because, for example, a 100 per cent order completion figure could mean either exceptionally high compliance or a failure to detect or act on breaches of compliance. 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 more stringent management of community-based orders.

Tasmania reported the highest rate of successful completion for total orders at 86.2 per cent and Queensland the lowest at 61.4 per cent in 2001-02. Successful completion of restricted movement orders ranged from 100.0 per cent in the ACT to 65.4 per cent in SA, although it should be noted that home detention has only been available in the ACT since October 2001 and completion rates in 2001-02 are based on only a small number of offenders. Completion rates for reparation orders ranged

from 80.2 per cent in Tasmania to 60.2 per cent in the NT. Completion rates for supervision orders ranged from 90.6 per cent in Tasmania to 58.6 per cent in Queensland (figure 7.11).

Figure 7.11 **Successful completion of community corrections orders, by type of order, 2001-02<sup>a, b</sup>**



<sup>a</sup> Victoria and Tasmania did not have restricted movement orders in 2001-02. <sup>b</sup> Restricted movement orders (home detention) were only available in the ACT from October 2001.

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

### *Reparation*

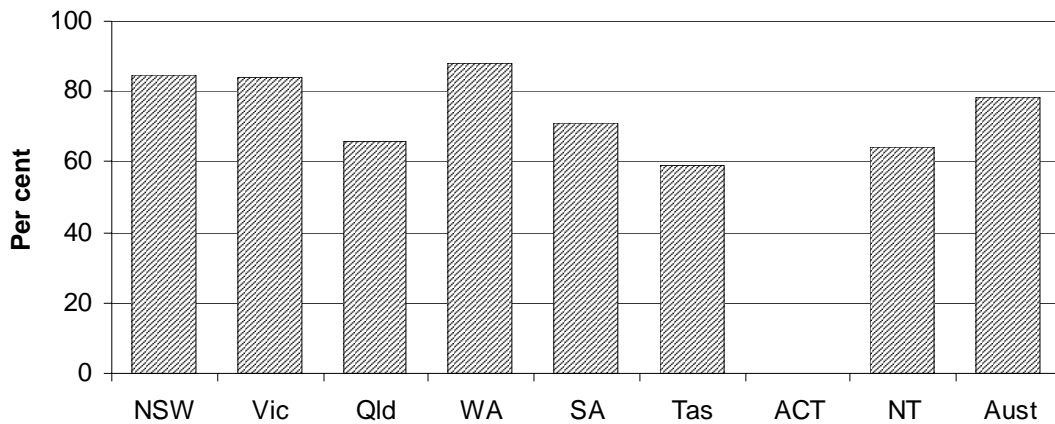
### *Prisoner employment*

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

The highest percentage of prisoners employed in 2001-02 was reported by WA (88.3 per cent of prisoners eligible to work) and the lowest by Tasmania at 59.3 per cent (figure 7.12). 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.

**Figure 7.12 Proportion of eligible prisoners employed, 2001-02<sup>a</sup>**



<sup>a</sup> Excludes the ACT as its prison only accommodates remand prisoners.

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

The employment rate among periodic detainees in 2001-02 in the two jurisdictions operating periodic detention was 58.5 per cent in NSW (table 7A.27) and 38.1 per cent in the ACT (table 7A.65).

### *Community work by community corrections offenders*

Some offenders receive court orders to complete community work. The average hours ordered per offender, in 2001-02, varied by jurisdiction. The ACT (138 hours) was the highest and SA (132 hours) second highest, while Tasmania (49 hours) was the lowest of those jurisdictions able to report these data (table 7A.19). The ratio of hours ordered to be worked, and hours actually worked, gives an indication of the extent to which corrective services have been able to administer these orders. The ratio is based on the number of community work hours to be served on all orders registered during the year, divided by the number of hours actually worked by all offenders during the same period. It does not measure the extent to which individual offenders have complied with the community work requirements of their orders.

In 2001-02, SA reported the largest ratio of hours ordered to hours worked at 3.1 and the NT reported the smallest ratio at 1.8 (table 7A.19). NSW, Victoria and Tasmania did not report on this indicator in 2001-02.

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## *Prisoner/offender programs*

### *Education*

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

The highest percentage of eligible prisoners undertaking accredited education or training courses in 2001-02 was reported by WA (57.6 per cent) and the lowest by SA (28.0 per cent) (figure 7.13). The proportion of prisoners undertaking different types of education and training courses varied across jurisdictions, with WA reporting the highest percentage in vocational education and training (53.6 per cent), NSW reporting the highest in secondary school sector courses (38.5 per cent), and Queensland reporting the highest in both higher education sector and pre-certificate level 1 courses<sup>2</sup> (3.7 per cent and 13.2 per cent respectively). Education indicators were not applicable to the ACT because the jurisdiction only accommodates remand prisoners (table 7A.20).

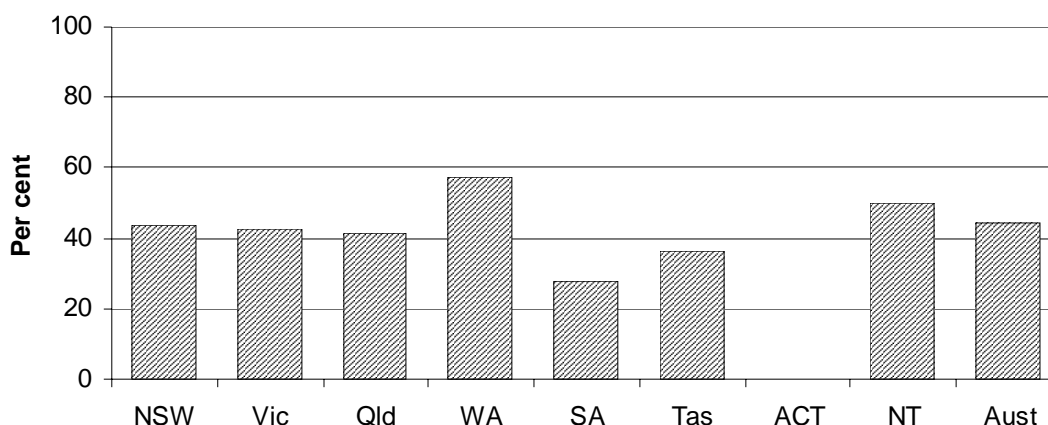
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<sup>2</sup> Refers to accredited education courses below the Certificate 1 level (for example, learning to read, recognising numbers and so on).

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Figure 7.13 **Proportion of prisoners enrolled in education and training, 2001-02<sup>a</sup>**

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

### *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. Only three jurisdictions were able to report on this indicator for 2001-02 — WA (54.9 per cent), the ACT (7.8 per cent) and the NT (49.1 per cent) (table 7A.20).

### *Offence related programs*

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

### *Advice to sentencing and releasing authorities*

#### *Number of reports recorded*

This indicator relates to reports prepared by corrective services providing pre- and post-sentencing advice to sentencing and releasing authorities and is still under

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development. Progress has been made in defining the indicator and developing counting rules and the indicator is being trialled for inclusion in future Reports.

## **Efficiency**

The data presented on efficiency indicators are affected by factors other than differences in true 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.

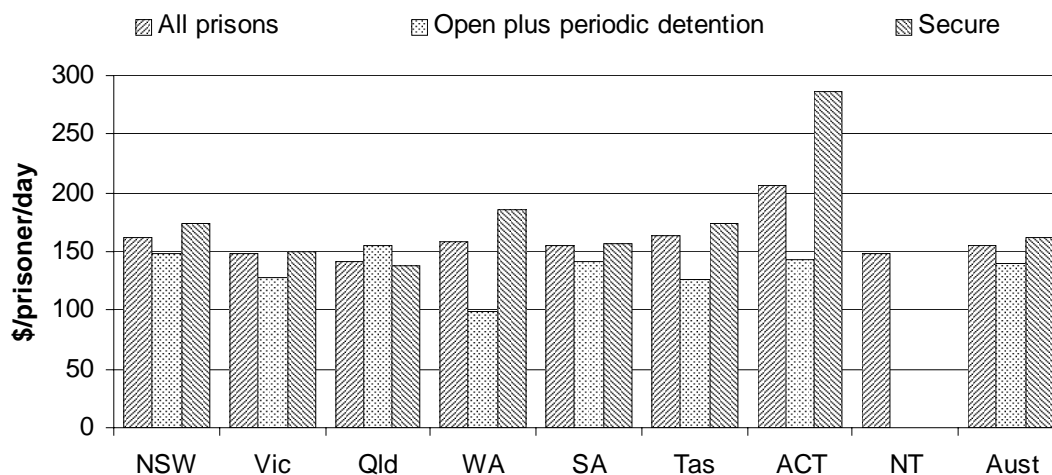
To improve comparability, recurrent cost per prisoner/offender indicators have been altered from previous reports to include payroll tax in all cases. This includes estimated payroll tax amounts for government operations in WA and the ACT (where government operations are not subject to payroll tax).

### *Cost per prisoner/offender*

#### *Recurrent cost per prisoner*

A measure of efficiency in 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 \$206.4 in the ACT to \$140.8 in Queensland in 2001-02. Calculating costs for open and secure custody separately, the ACT reported the highest unit cost for secure prisons at \$286.6 and Queensland maintained the lowest unit cost at \$137.9. Recurrent costs per prisoner for the ACT are affected by the fact that nearly all costs relating to ACT prisoners held in NSW prisons are recurrent costs. Accordingly, capital costs for the ACT are relatively low (table 7.2). Queensland reported the highest unit costs for prisoners in open custody (which includes periodic detention cost in NSW and the ACT) at \$154.8 and WA showed the lowest at \$98.5 (figure 7.14).

Figure 7.14 Recurrent cost per prisoner per day, 2001-02<sup>a, b</sup>

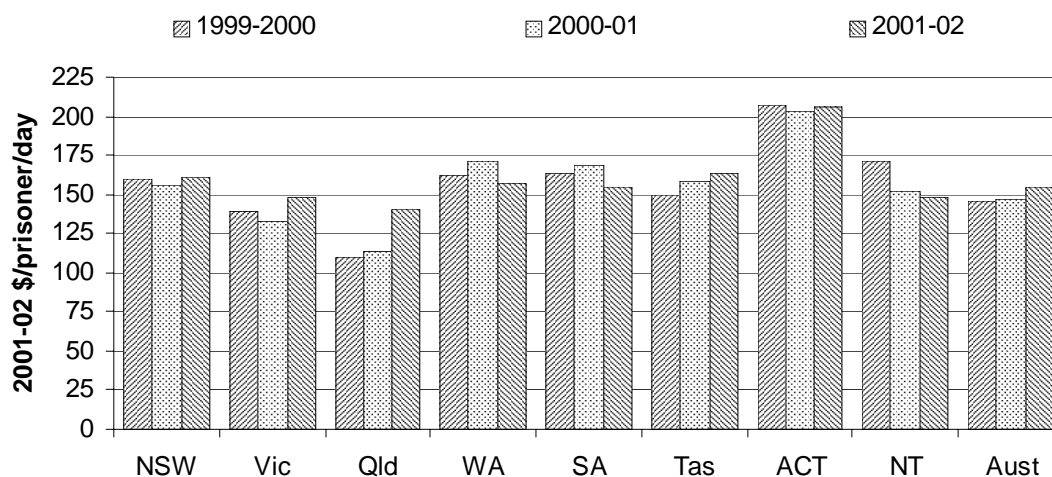


<sup>a</sup> Includes payroll tax (including estimated amounts for WA (\$4.1/prisoner/day for all prisons) and the ACT (\$3.3/prisoner/day for all prisons)) and excludes capital asset charges and associated expenses. Costs are net of recurrent receipts (own source revenues). <sup>b</sup> The NT did not report on open and secure custody costs separately in 2001-02.

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

Nationally, the real recurrent cost per prisoner per day has increased from \$145.3 in 1999-2000 to \$154.9 in 2001-02.

Figure 7.15 Real recurrent cost per prisoner per day<sup>a, b</sup>



<sup>a</sup> Includes payroll tax (including estimated amounts for WA and the ACT) and excludes capital asset charges and associated expenses. Costs are net of recurrent receipts (own source revenues). <sup>b</sup> Data for previous years have been adjusted to 2001-02 dollars using the GDP price deflator (table A.26).

Source: State and Territory governments (unpublished); table 7A.10.



### *Capital cost per prisoner*

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

The user cost of capital was calculated by applying a nominal cost of capital rate of eight per cent to the value of government assets. The costs of capital for land and other assets are shown separately to allow users to consider any differences in land values among jurisdictions when assessing the results (table 7.2).

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

For 2001-02, capital cost per prisoner per day (for open and secure prisons combined) ranged from \$58.3 in Tasmania to \$6.7 in the ACT (table 7.2). It should be noted that Tasmania's capital cost is affected by accelerated depreciation being adopted for some assets and the low capital cost for the ACT is at least partly due to there being no capital cost to the jurisdiction for those ACT prisoners held in NSW prisons. The NT had the next lowest capital cost at \$14.4 per prisoner per day.

**Table 7.2 Capital cost per prisoner per day, 2001-02, (dollars)**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
User cost of capital									
– land	4.1	1.2	1.6	2.4	1.7	0.7	0.5	0.7	2.5
– other assets	37.3	9.5	30.8	23.8	21.4	22.8	5.1	13.6	27.6
– total assets	41.4	10.7	32.4	26.2	23.1	23.5	5.6	14.4	30.1
Debt servicing fees	..	14.6	..	..	..	..	..	..	2.3
Depreciation	8.2	3.4	12.6	11.8	10.3	34.8	1.2	<b>na</b>	9.2
<b>Total capital cost</b>	<b>49.6</b>	<b>28.7</b>	<b>45.0</b>	<b>38.0</b>	<b>33.4</b>	<b>58.3</b>	<b>6.7</b>	<b>14.4</b>	<b>41.6</b>

<sup>a</sup> The total capital cost for the NT is not directly comparable with other jurisdictions, as it is the only jurisdiction using a cash-based accounting method. **na** Not available. **..** Not applicable.

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

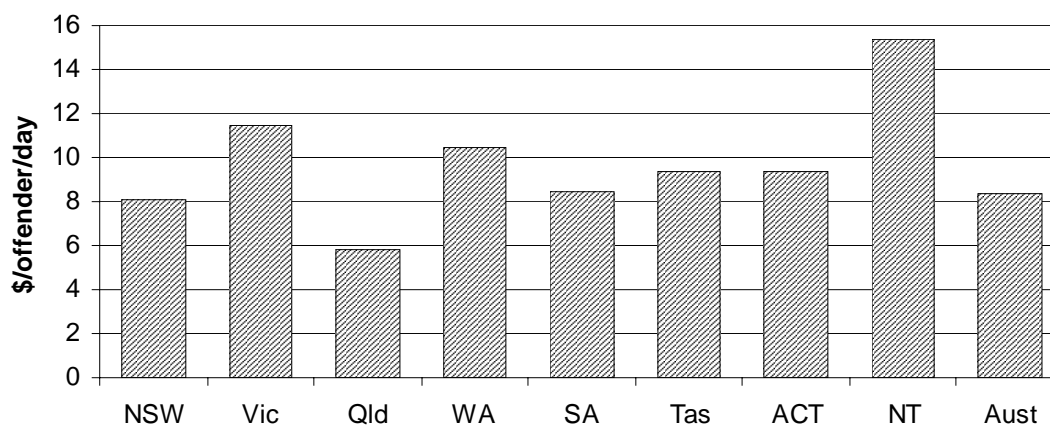
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### *Recurrent cost per offender (community corrections)*

A measure of the efficiency of resource management is the total cost divided by the number of offenders per day (unit costs). This indicator is affected by size and dispersion factors, particularly in jurisdictions where offenders reside in remote communities. It can also be affected by differences in criminal justice system policies and practices — for example, the availability and use of sentencing options that impose particular program or supervision requirements.

The cost per offender per day in community corrections ranged from \$15.37 in the NT to \$5.85 in Queensland in 2001-02 (figure 7.16).

**Figure 7.16 Recurrent cost per offender per day, 2001-02<sup>a</sup>**



<sup>a</sup> Includes payroll tax (including estimated amounts for WA and the ACT) and excludes capital asset charges and associated expenses. Costs are net of recurrent receipts (own source revenues).

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

### *Capital cost per offender*

The capital costs relevant to community corrections are the user cost of capital and depreciation for government owned community corrections assets. Debt servicing fees for privately owned facilities are not relevant to any jurisdiction.

For 2001-02, capital cost per offender per day ranged from \$0.40 in SA to \$0.02 in the ACT (table 7A.11). Tasmania and the NT did not report on capital costs per offender for 2001-02.

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### *Cost per movement*

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

### *Cost per report*

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

### *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 2001-02 ranged from 112.2 per cent in Victoria to 73.5 per cent in Tasmania. Rates in Victoria and SA 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 also reported the highest secure prison utilisation rate at 115.0 per cent and Tasmania the lowest at 73.9 per cent. Western Australia had the highest open custody utilisation rate at 117.1 per cent and Queensland the lowest at 70.5 per cent in 2001-02 (figure 7.17).

**Figure 7.17 Prison capacity utilisation rates, 2001-02<sup>a</sup>**



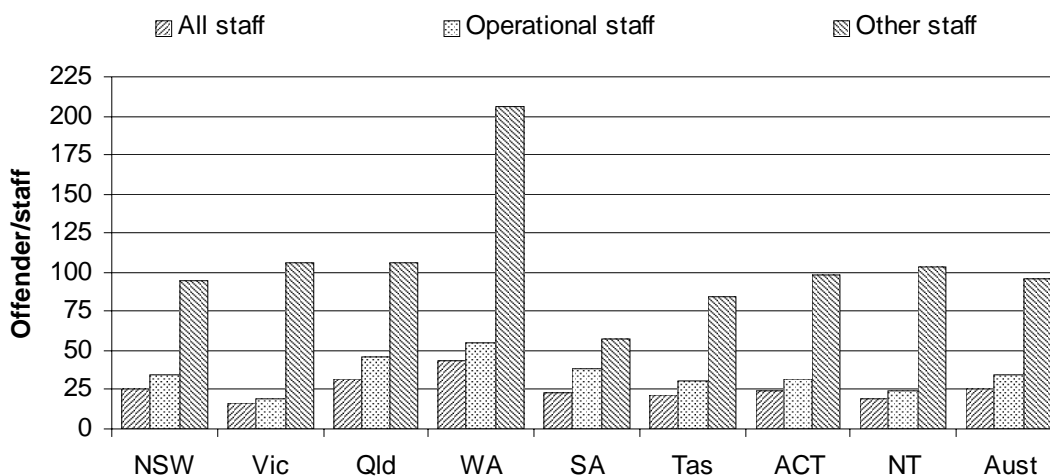
<sup>a</sup> ACT data are based on prisoners held in the ACT Remand Centre.

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

### Offender-to-staff ratio

This indicator compares the daily average number of offenders with staff numbers. Offender-to-staff ratios for community corrections ranged from 43.6 offenders per staff member in WA to 16.6 in Victoria in 2001-02. The highest number of offenders to ‘operational staff’ was also reported by WA at 55.3 and the lowest by Victoria at 19.7. The equivalent figures for ‘other staff’ ranged from 206.3 in WA to 56.9 in SA (figure 7.18).

**Figure 7.18 Community corrections offender-to-staff ratios, 2001-02**



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

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### *Offender registrations-to-staff ratio*

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

## **7.5 Future directions in performance reporting**

Jurisdictions will continue to refine definitions and counting rules to maximise comparability across States and Territories. As mentioned, a number of indicators are being trialled 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 indicators to assess illicit substance abuse and offence-related programs.

## **7.6 Jurisdictions’ comments**

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data which may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales Government comments**

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The NSW inmate population has continued to increase at a rate of about 3 per cent a year over the last 3 years, following on from an increase of 8 per cent in 1998-99 and 6 per cent in 1999-00. The number of offenders serving periodic detention orders has continued the downward trend of recent years, decreasing at an average of 10 per cent a year.

To meet the increasing demand for custodial services, the NSW Government continues the planning and development of new correctional facilities in regional NSW (Kempsey and Wellington), one in outer metropolitan Sydney as well as the expansion of existing facilities. The management of prisoners in court cell complexes continues to increase as the department progressively takes over these responsibilities from Police.

In 2001-02 demand for community-based services remained high both in terms of increased demand for court advice and the subsequent flow of offenders registering with community-based orders. However, there is considerable volatility in the number of offenders under supervision particularly those with relatively new order types (for example, suspended sentences and bail supervision).

Significant achievements were made during the year in the further implementation of the 'Throughcare model', the deployment of a risk/needs assessment tool in community corrections and the development of a computer-based offender case management system. The 'Throughcare model' focuses on the identification and assessment of offenders' needs and risk of re-offending on entry into the correctional system and on reintegration into the community. A process of review and accreditation of core programs and services provided in community and custody has also been introduced. Overall, these developments will result in improvements in the way NSW measures and reports on risk management and intervention through offence-targeted programs, which aim to reduce recidivism.

In terms of performance in the current year, NSW has shown a number of significant improvements, notably a reduction in rates of assaults, a decreasing trend in deaths by unnatural causes and the maintaining of an historically low escape rate. Despite the pressure of increasing demands across the whole department, community-based outcomes were consistent with previous years and levels of prison utilisation remain within nationally recognised targets.

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## Victorian Government comments

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During 2001-02, significant progress was made in the implementation of the Victorian Corrections Long Term Management Strategy which aims to reduce re-offending and increase community safety. The strategy includes a range of prison diversion and rehabilitation programs and a major redevelopment of Victoria's prison infrastructure. The main achievements during 2001-02 were:

- The Correctional Infrastructure Program significantly increases the permanent design capacity of the Victorian prison system over the next three years. The program also includes a comprehensive Cell Safety and Fire Prevention Program. In addition, over 200 interim temporary beds were added to meet the immediate and critical need for prison accommodation.
- Establishment of a major Community Corrections Redevelopment project which includes the development of forecasting, staffing and workload models to analyse current service requirements and anticipate future demands. Advice to courts is to be strengthened and differential case management of offenders will be developed as part of this project.
- Review and redevelopment of the risk and needs assessment of prisoners and offenders and offender management processes.
- Implementation of a revised Victorian Prison Drug Strategy which introduced new initiatives to manage drug issues within prisons, including expanded detection and treatment programs.
- Review and redevelopment of programs to address offending behaviour including programs for sex and violent offenders.
- Successful implementation of a Pilot Bail Advocacy and Support Services project which provides housing referrals and other forms of support to defendants who would otherwise be remanded in custody.
- Establishment of pilot transition assistance programs, including:
  - a program to assist prisoners and offenders to find and retain employment placement;
  - a program offering transitional support to high risk/high need offenders following release from custody in areas such as drug and alcohol treatment, health and legal assistance; and
  - a program providing transitional housing support services to prisoners identified as being at risk of being homeless following release.

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## Queensland Government comments

“ Overall, Queensland has continued to perform consistently well across most performance indicators. The State experienced a 5.7 per cent increase in the daily average prison population during the year, taking its population to 4982, yet its prison design capacity utilisation rate of 90.7 per cent (all prisons) remains in the optimal range of 85–95 per cent utilisation. Queensland continues to meet the challenge of increasing prisoner numbers by expanding and modernising its correctional centres. During the year the 400-bed Capricornia Correctional Centre at Rockhampton opened (with specific provision for a cultural unit for Indigenous offenders) and significant progress was also made on the 500-bed Maryborough Correctional Centre for male prisoners (due to open in 2002-03).

Since 1996-97 the State has had the lowest cost per prisoner per day for the ‘all prisons’ category. In 2001-02 the ‘all prisons’ cost was \$140.80 per prisoner per day as compared to the Australian average of \$153.20. In Secure Custody the cost was \$137.90, and in Community Corrections the cost was \$5.85 per offender per day – for these categories the State has again achieved the lowest cost of all Australian jurisdictions.

No escapes from Secure Custody have occurred in Queensland since 1997-98 and the rate of escapes from Open Custody of 1.74 per 100 prisoners per year continues to be below the Australian average of 2.08. The rate of unnatural deaths (all prisoners) at 0.14 remains close to the Australian average of 0.12. While the Prisoner on Prisoner Serious Assault rate of 1.2 is slightly above the Australian average of 1.1, the Prisoner on Prisoner Assault rate of 6.9 is significantly below the Australian average of 11.2. The rate of Prisoner on Staff Assaults (Serious Assault) achieved was 0.1, half that of the Australian average.

The department has developed integrated approaches to offender program interventions, such as a pilot program for linking vocational training with specific industry experience. In terms of Education and Training, Queensland continues to record the highest level of pre-certificate (13.2 per cent) and higher education (3.7 per cent) participation rates.

Total average daily number of persons on community corrections orders in Queensland reduced 31.6 per cent to 13,445 over the past year, but was still the second largest daily number of orders supervised in Australia. The reduction was primarily due to the impact of the State Penalties Enforcement Register. This register was introduced in November 2000 and its intent is to ensure that fines are satisfied through various payment options thereby reducing the number of fine defaulters in the custodial system. The number of offenders subject to fine option orders has declined and this has continued to effect the total number of community orders under supervision.

Queensland continues to support the development and use of national performance indicators, which will ultimately assist in the identification of performance benchmarks and best practice service delivery in corrections. ”



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## Western Australian Government comments

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During 2002 Western Australia has seen a decrease in the daily average number of prisoners and an increase in the daily average number of offenders on orders. Rates of imprisonment have also decreased, especially in the area of Indigenous imprisonment rates. These trends are a result of the Western Australian Government's commitment to reducing imprisonment for minor offences and increasing the range and effectiveness of community-based options for offenders.

During 2001 and 2002 the Department of Justice in Western Australia reviewed its data collection and reporting processes of the prison indicators presented in this report. As a result of this review Western Australian data are now more closely aligned with the national data collection manual. This means that in some areas the data presented for 2002 are not comparable with that presented in previous years. In particular the cost per prisoner and cost per offender indicators now include only those overhead costs that are directly related to the provision of corrective services. The assault indicator is also not comparable with previous years as the methodology for collecting the data has been substantially improved. The information on assaults provided in this Report is more comprehensive than that presented in previous years.

A similar review of the community-based services indicators has commenced and it is anticipated that the quality and comprehensiveness of the Western Australian data for these indicators will be improved for future reporting.

Western Australia has also reviewed the degree of comparability of the cost indicators between jurisdictions and formed the view, due to differences in accounting practices (cash/accrual) and total costing methodologies, that cost comparison data between jurisdictions should be treated with caution.

Western Australia experiences a high rate of re-offending. Whilst it is acknowledged that the causal reasons for this cannot be attributed to a particular government agency; the Department of Justice is committed to improving its knowledge about the relationship between reduced reoffending and access to post-release services that support reintegration into the community. The Western Australian Government is realigning existing services and processes to support this aim. New services are also currently being developed to further reduce the likelihood of re-offending. Some of the new services include a prison inreach service, accommodation services and increased emphasis on education and training for employment.

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### South Australian Government comments

“ In the financial year 2001-01, the South Australian Department for Correctional Services (DCS) commenced a review of operations in order to framework its directions and goals over the next few decades. This review, titled *Toward 2020*, has progressed steadily. The first phase of intensive consultation and reporting has been completed with directions being frameworked within this process already having an influence on the Department's operations.

During the financial year 2001-02 the imprisonment rate in SA increased over the previous year from 115 to 123 persons per head of 100,000 population. SA continues to have a high percentage of remandees in the prison population. For the financial year 2001-02 the average prison population was 1436. Remandees made up over 33 per cent of that total population. Of these remandees approximately 61 per cent are released within two weeks of incarceration. The percentage of total remandees released within four weeks of incarceration is around 74 per cent. Approximately 80 per cent of all remandees receive no further custodial sentence upon conviction and are released or sentenced to community-based supervision.

South Australia has a low percentage of eligible prisoners participating in education. SA only counts educational courses that are nationally accredited and contribute to the award of a recognised qualification. These include qualifications for completion of senior secondary education, vocational education and training, and higher education sector qualifications. Offender education in SA is funded entirely from the DCS budget with no assistance from other Training Authorities within the State. The South Australian Department of Correctional Services will not allow offenders to be enrolled in an educational program unless they will conceivably be under Departmental care long enough to complete several course modules. The high remandee population therefore has a significant impact on educational throughput.

As at June 30, 2002 there were 7389 Community Correction Orders current in SA. This represents a decline of 15 per cent over the previous year. The overall decrease was due to the reduction of Parole Orders (-14 per cent) and Community Service/Fine Options (-56 per cent). The remaining order groups recorded increases: Probation orders (+39 per cent), Community Service Orders (+5 per cent), Home Detention Orders (+75 per cent), Probation Orders (+39 per cent) and Bail Orders (+251 per cent). The changing demographics of such orders have impacted on the allocation of staff resources throughout the reporting period.”

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## Tasmanian Government comments

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The Tasmanian prison population (remand and sentenced) has continued to increase, resulting in further pressure being placed on facilities and staff. From a daily average population in 2001-02 of 386 inmates, the early part of 2002-03 saw the population climb to over 460 inmates on a regular basis.

The Government took the step last year of announcing the redevelopment of the Tasmanian prison system. The first phase of the redevelopment will see a Secure Mental Health Unit built on the Risdon site, followed by the replacement of other buildings at Risdon. We look forward to developing a system in which we cannot only offer inmates better opportunities for rehabilitation and development within a safe, secure setting, but also one in which we can offer our staff a modern and more comfortable working environment, as well as new opportunities for training, development and career progression, with an operating model that lends itself more readily to team-based work.

Alongside the redevelopment program there are other projects and processes underway. A sentencing review is being undertaken by the Law Reform Institute at the University of Tasmania, and will consider a range of non-custodial sentencing options. One of the central themes to date has been a desire to reduce the prisoner population by providing viable alternatives, including enhanced community-based sentencing options.

Options such as home detention, increased use of other community-based sentences, and a range of alternatives for fine defaulters are all being explored in an effort to reduce the steadily increasing prison population. A working group, involving staff from the Prison Service, the courts, Justice head office, Community Corrections and the Police, is currently trying to predict the likely impact of court waiting lists, police activity and sentencing trends on future prison populations. Although such impacts are incredibly difficult to predict, it is hoped that the results from the working group will at least give us an idea of what is ahead, which will enable a proactive approach to be taken. It is likely that the need to incorporate additional accommodation into existing facilities will increase during 2002-03.

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 the Prison Service — as a result, Tasmania will be in a stronger 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

“ The ACT has had a particular focus on the development of appropriate and effective community-based programs and services. The Rehabilitation Programs Unit was established in 2002, to coordinate the delivery of offence related programs. ACT Corrective Services currently offers a ‘Learning to Relate without Violence or Abuse’ program for family violence offenders, a Cognitive Skills program aimed at medium to high risk offenders, and two Sex Offender programs. A Violence Prevention program will be established in 2002-03.

Following the enactment of the *Rehabilitation of Offenders (Interim) ACT 2001*, Home Detention became available as an alternative way to serve a sentence in October 2002. So far, six offenders have completed their home detention order successfully.

The *Rehabilitation of Offenders (Interim) Act 2001* also established the Sentence Administration Board, which replaces the previous Parole Board and incorporates a number of new measures to improve effectiveness and efficiency and increase the recognition and role of victims in the criminal justice system.

The comparatively low figure for out-of-cell hours at the Belconnen Remand Centre (BRC) is a reflection of the age and inadequacies of the facility. Remandee numbers have remained high and the Government recognises that accommodation at the BRC is often insufficient to the needs of the ACT. To provide an interim solution, the Periodic Detention Centre is being upgraded into the Symonston Temporary Remand Centre (STRC), which is expected to start operations in early November 2002. The Government has also allocated \$50 million in the Capital Works Budget for the establishment of a new remand centre, which will replace the BRC and STRC.

High ACT prisoner per day costs are attributed to the small numbers of detainees that can be accommodated in the Remand Centre and the fact that ACT prisoners are accommodated in NSW correctional facilities under a contractual agreement. The Government is currently reviewing the future direction of the ACT Prison Project and options for addressing the correctional needs of the ACT.

The ACT rate for Indigenous community correction offenders of 5371.9 per 100,000 appears high by comparison with other jurisdictions. It should be noted that a significant number of offenders, including Indigenous offenders, convicted in the ACT courts are actually residents of NSW. This inflates the ACT figures when a per capita ratio is calculated. Further, comparisons need to be interpreted with caution, as small number effects can introduce statistical variation that does not accurately represent differences between jurisdictions. The average daily number of Indigenous offenders managed by Community Corrections was 114. ”

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## Northern Territory Government comments

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The data collection exercise for this Report has proven beneficial to the business of providing corrective services, and is important for general 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. This continues to pose significant management issues due to the jurisdictions' large geographical size (over 1.3 million square kilometres), significant population dispersion with a relatively small mass (210 664 people), and a very high Indigenous population of approximately 24 per cent (or 49 972 people).

The NT's daily average prisoner population for 2001-02 was 671, an increase of 11 over the previous year. This shows a moderate increase in prisoner numbers over the past five years, and maintains the NT's consistently low prison utilisation rate of 83.9 per cent compared to design capacity for total secure and open custody.

While offender-to-staff ratios are generally 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, both in the community and under custody or detention. With a total FTE staff of 48, Community Corrections had an average daily caseload of 935 clients in 2001-02. This includes inactive (breach or in suspense) orders that are less than three years old. Community Corrections figures do not adequately reflect the significant management issues reflected in day to day remote area operations in the Top End, East Arnhem, Katherine, Tennant Creek and Alice Springs regions.

Corrective services' contribution to community safety has been extremely effective in terms of deaths in custody and escapes, with no deaths by apparent unnatural causes or escapes for the year. This reflects well on current prisoner management practices, as the NT has the best five year ranking in Australia for unnatural deaths and escapes from secure custody.

Current NT initiatives include the ongoing implementation of the Integrated Offender Management system, based on the New Zealand model and experience which commenced late in 2001, and aims to target interventions at offenders relating to their criminogenic needs. Programs which assist in reducing recidivism are a key focus of NT Correctional Services, which has merged into the Department of Justice since publication of the last Report.

The Territory has also joined other correctional jurisdictions in increasing visitation rights for prisoners by commissioning a new prisoner telephone system, which will serve to expand communication facilities currently available only through family visits and using video conferencing facilities.

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## 7.7 Definitions

Table 7.3 Terms

<i>Term</i>	<i>Definition</i>
24-hour court cells	A place of detention located in court and/or police complexes 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.
Inactive order and/or "in suspense"	Those awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.
Indigenous	Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self disclosure.
Offender	An adult person with a current community-based corrections order (including bail supervision by corrective services).
Open custody	A custodial facility where the regime for managing prisoners 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 prisoners, excluding police prisons or juvenile detention facilities.
Prisoner	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
Private prison	A government or privately owned prison (see 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 (2002).

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**Table 7.4 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 adults, operated or administered by State/Territory correctional agencies.
Periodic detention rate	The annual average number of periodic detainees 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.
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, and relevant expenditure by umbrella and other departments.
Total cost of service	Includes the combined prison and community corrections recurrent expenditure (net of recurrent receipts), the cost of transport and escort services, and capital costs comprising (for this item only) depreciation on government owned facilities, debt service fees for privately-owned facilities, capital asset charges, and other associated capital expenses, but excluding user cost of capital.

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

Source: NCAG (2002).

**Table 7.5 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.
Average number of hours to be worked per offender	The balance of community work hours to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.
Average number of hours actually worked per offender	The number of actual hours worked per offender with a work order.
Capital cost per prisoner/offender	The daily cost per prisoner/offender, based on the user cost of capital (calculated as 8 per cent of the value of government assets), depreciation for government owned prisons/facilities, and debt servicing fees for privately owned facilities.
Completion rate of community orders	The proportion of community orders successfully completed (by order type) within the counting period.
Cost per movement	The average cost per movement of transporting and escorting prisoners under the supervision of Corrective Services. Costs of contracted transport services are also included.
Cost per report	The average cost per report providing advice to sentencing and releasing authorities.
Education rate	The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include: <ul style="list-style-type: none"> <li>• centres where the policy is not to provide education programs or where education programs are not available (i.e., remand centres, 24-hour court cells),</li> <li>• remandees for whom access to education is not available;</li> <li>• hospital patients who are medically unable to participate;</li> <li>• fine defaulters who are incarcerated for only a few days at a time); and</li> <li>• sub-groups of the above categories.</li> </ul>

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**Table 7.5 (Continued)**

<i>Indicator</i>	<i>Definition</i>
Employment (prisoners and periodic detainees)	The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include prisoners undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example: <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</li> <li>• sub-groups of the above categories.</li> </ul>
Employment (community corrections)	The number of community work hours worked per offender during the counting period.
Escape/abscond rate (open/secure)	A person who escaped from corrective services' custody (including under contract). The rate is expressed per 100 prisoner years, calculated by dividing the number of escapes/absconds by the daily average open/secure prison population, multiplied by 100.
New offender registrations to staff ratio	The level of staff supervision based on the number of staff employed and the total number of new offender registrations, that is, the number of new and/or existing offenders registered with Community Corrections during the counting period with a new set of orders.
Offence-related programs	An offence-related program is a structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one to one basis, according to assessed need.
Offender-to-staff ratio	The level of staff supervision based on the number of staff employed and the average number of offenders.
Out-of-cell hours	The time during which prisoners were not confined to cells, averaged over all days of the year.
Number of reports recorded	The number of pre- and post-sentence reports prepared by corrective services providing advice to sentencing and releasing authorities.
Periodic detention utilisation rate	The extent to which periodic detention capacity is meeting demand for periodic detention accommodation, calculated as the total daily average periodic detention population attending a residential component of the order, divided by average periodic detention design capacity.
Personal development	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
Prison design capacity utilisation rate	The extent to which prison design capacity was meeting demand for prison accommodation, calculated as the total daily average prisoner population divided by average prison design capacity.
Ratio of number of hours ordered to actual hours worked per offender	The ratio of number of hours ordered to be worked to number of hours actually worked during the counting period per offender with a work order.

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**Table 7.5 (Continued)**

<i>Indicator</i>	<i>Definition</i>
Recidivism: return to corrections	<p><i>Prisoners</i></p> <p>The proportion of sentenced prisoners not subject to further supervision/contact with corrective services upon release who return to Corrective Services with a new correctional sanction within two years of completing a prison sentence.</p> <p><i>Community Corrections</i></p> <p>The proportion of offenders not subject to further supervision/contact with corrective services upon completion of an order who return to Corrective Services with a new correctional sanction, within two years of the last community order completion date.</p>
Recidivism: return to prison	The proportion of sentenced prisoners not subject to further supervision/contact with corrective services upon release who 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.
Recurrent cost per prisoner/offender	The daily cost of managing a prisoner/offender, calculated against recurrent expenditure net of consolidated funds and receipts (that is, own source revenue) and capital costs.
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>

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

Source: NCAG (2002).

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## **7.8 References**

NCAG (National Corrections Advisory Group) 2002, Data Collection Manual 2001-02, Canberra, unpublished.

