
8 Corrective services

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Attachment tables

Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 8A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available on the CD-ROM enclosed with the Report or from the Review website at <www.pc.gov.au/gsp>.

Corrective services aim to provide a safe, secure and humane custodial environment and an effective community corrections environment in which prisoners and offenders are effectively managed, commensurate with their needs and the risks they pose to the community. Additionally, corrective services aim to reduce the risk of re-offending by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community and encourage offenders to adopt a law-abiding way of life.

In this chapter, corrective services include prison custody, periodic detention, and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). Both public and privately operated

correctional facilities are included; however, the scope of this chapter generally does not extend to:

- juvenile justice¹ (reported on in chapter 15, Protection and support services)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of health departments)
- prisoners held in police custody (reported on in chapter 6, Police services)
- people held in facilities such as immigration or military detention centres.

Jurisdictional data reported in this chapter provided by State and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual 2008-09*.

Box 8.1 Terms relating to corrective services

Prisoners in this chapter refers to people held in full time custody under the jurisdiction of an adult corrective services agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand.

Detainees refers to people subject to a periodic detention order, under which they are held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services.

Offenders refers to people serving community corrections orders.

Improvements to reporting in the Corrective services chapter this year include:

- relabelling of some financial descriptors and indicators for greater consistency with standard accounting terminology
- changes to the presentation of death and escape rates to better reflect small movements between years for jurisdictions with relatively small prisoner populations.

¹ As of 2004-05, corrective services in NSW manages one 40-bed facility that houses males aged 16 to 18. These young offenders are included in the daily average number of prisoners and are included in the calculation of indicators. As they represent only a very small proportion of NSW prisoners (less than one-half of one percent) they will have a negligible effect on these indicators and are not footnoted to each table and figure.

8.1 Profile of corrective services

Service overview

As reported in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system such as police services and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. The scope of the responsibilities of these agencies, however, varies widely. Functions administered by corrective services in one jurisdiction may be administered by a different justice sector agency in another — for example, the management of prisoners held in court cells, the supervision of juvenile offenders on community corrections orders, juvenile detention, and responsibility for the prosecution of breaches of community corrections orders, vary across jurisdictions.

Roles and responsibilities

Corrective services are the responsibility of State and Territory governments, which may deliver services directly, purchase them through contractual arrangements, or operate a combination of both arrangements. All jurisdictions maintained both open and secure custody prison facilities during the reporting period. The ACT opened its first facility for holding sentenced open and secure custody prisoners in 2008-09. People sentenced to imprisonment in the ACT, however, continued to be held in NSW prisons under contractual arrangements between the two jurisdictions during the reporting period. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2008-09. Two jurisdictions (NSW and the ACT) provided periodic detention for prisoners — for example, weekend detention in custody, whereby prisoners can return home and maintain work commitments outside corrections' facilities during the week.

Funding

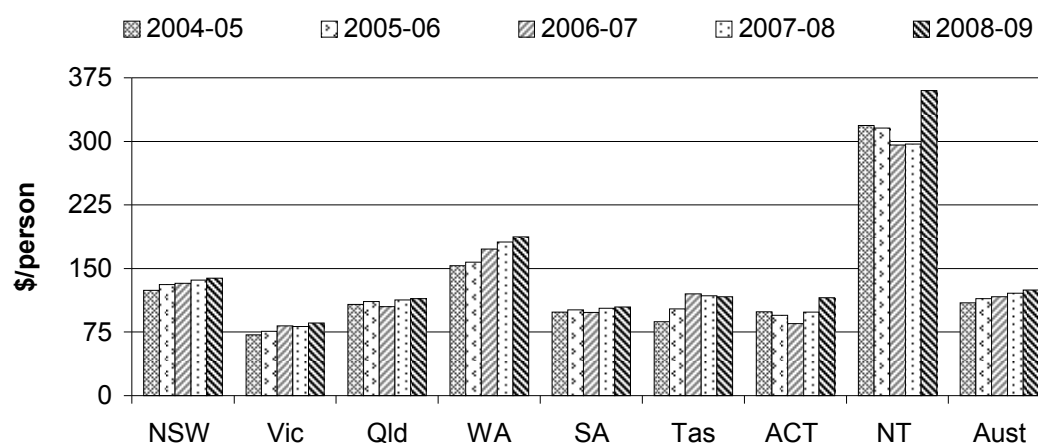
Reported recurrent expenditure on prisons and periodic detention centres, net of operating revenues and excluding payroll tax and expenditure on transport/escort services², totalled \$2.8 billion nationally in 2008-09. The equivalent figure for community corrections was \$0.4 billion (table 8A.6).

² Transport and escort service expenditure for 2008-09 was reported separately from overall prison expenditure by all jurisdictions except Tasmania and the NT (table 8A.6).

As described in the Justice preface, recurrent expenditure relates to annual service costs and excludes payroll tax. For consistency with Justice preface reporting, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net operating expenditure plus depreciation, but excludes transport/escort services, payroll tax, and capital costs of debt servicing fees and user cost of capital. Net operating expenditure on corrective services including depreciation was \$2.7 billion in 2008-09 — an increase of 5.3 per cent over the previous year (table 8A.12).

National expenditure per person in the population, based on net operating expenditure on prisons and community corrections plus depreciation, increased in real terms over the last five years, from \$110 in 2004-05 to \$125 in 2008-09 (figure 8.1).

Figure 8.1 Real net operating expenditure on prisons and community corrections plus depreciation, per head of population per year (2008-09 dollars)^{a, b, c}



^a Includes operating expenditure on prisons and community corrections (net of operating revenues) and depreciation; excludes payroll tax, transport/escort services costs where reported separately from prison expenditure, debt servicing fees, and user cost of capital. ^b Per person cost is calculated using total population (all ages). ^c Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.13; table AA.2.

Size and scope of sector

Prison custody

Corrective services operated 119 custodial facilities nationally at 30 June 2009 (table 8A.2). These comprised 88 government-operated prisons, seven privately-operated prisons, two community custodial facilities, eight periodic detention centres, and fourteen 24-hour court-cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 8A.2).

On average, 27 612 people per day (excluding periodic detainees) were held in Australian prisons during 2008-09 — an increase of 4.4 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 805 people per day were serving periodic detention orders in NSW and the ACT in 2008-09 — an increase of 2.7 per cent from the 2007-08 average.

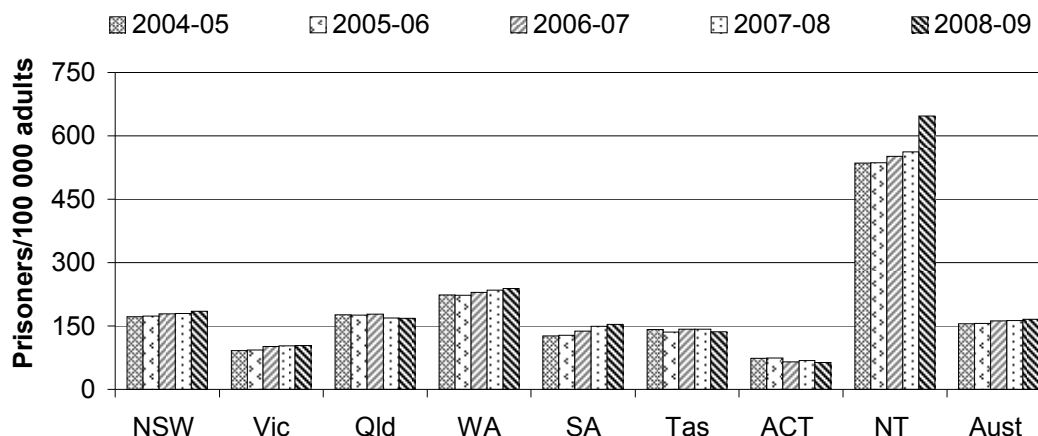
Excluding periodic detainees, 22.9 per cent of prisoners were held in open prisons and 77.1 per cent were held in secure facilities in 2008-09. A daily average of 4449 prisoners (16.1 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2008-09 comprised 25 643 males and 1969 females — 92.9 per cent and 7.1 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 6948 — 25.2 per cent of prisoners nationally (table 8A.1).

The rate of imprisonment represents the number of prisoners (excluding periodic detainees) per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national rate of imprisonment for all prisoners was 165.6 per 100 000 Australian adults in 2008-09, compared to 162.6 in 2007-08 (figure 8.2). On a gender basis, the national imprisonment rate was 312.1 per 100 000 adult males and 23.3 per 100 000 adult females in 2008-09 (table 8A.4).

Figure 8.2 Imprisonment rates, total prisoners, five-year trends^{a, b, c}



^a Non-age standardised rates, based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult population estimates. ^b The ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. ^c Historical rates in this table may differ from those in previous Reports, as historical population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2002 to 2006).

Source: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5.

The national (crude) imprisonment rate per 100 000 Indigenous adults in 2008-09 was 2211.9 compared with a corresponding rate of 119.4 for non-Indigenous prisoners (figure 8.3).

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

Figure 8.3 **Indigenous and non-Indigenous crude imprisonment rates, 2008-09^{a, b, c}**



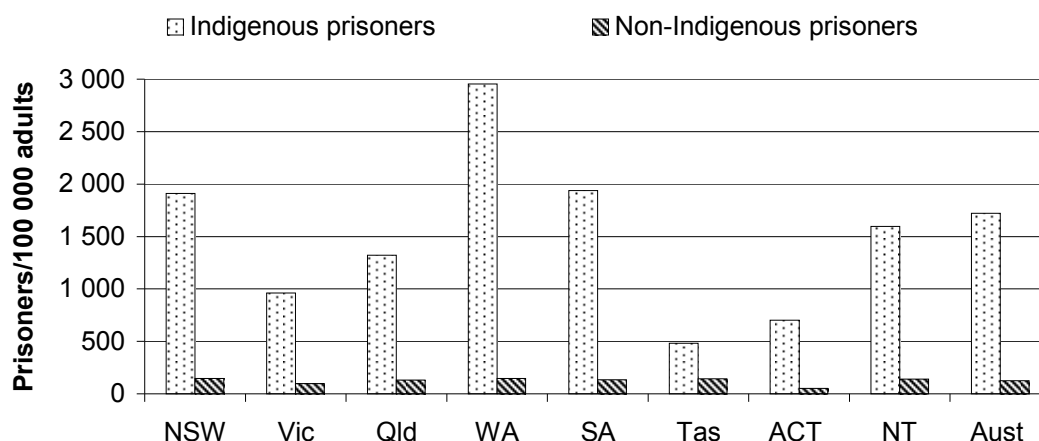
^a Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates. ^b The ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. ^c Excludes prisoners whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.4.

The Indigenous population has a younger age profile compared with the non-Indigenous population, and that factor will contribute to higher rates when the overall (crude) imprisonment rate is compared between the Indigenous and non-Indigenous populations. Age standardisation is a statistical method that accounts for differences in the age structures of populations, allowing a more valid comparison to be made between populations.

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2008-09 was 1720.3 compared with a corresponding rate of 123.8 for non-Indigenous prisoners (figure 8.4). This represents a ratio of 13.9, compared with a ratio of 18.5 for the crude imprisonment rate.

Figure 8.4 Indigenous and non-Indigenous age standardised imprisonment rates, 2008-09^a



^a Rates are based on the indirect standardisation method, applying age-group imprisonment rates derived from Prison Census data.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; ABS (unpublished) *Prisoners in Australia*, Cat. no 4517.0; State and Territory governments (unpublished); table 8A.4.

While imprisonment rates for Indigenous people, whether calculated on a crude or age standardised basis, are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 73.4 per cent of all prisoners were non-Indigenous in 2008-09 (table 8A.1).

Community corrections

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in table 8A.24) and also deliver post-custodial interventions, under which prisoners released into the community continue to be subject to corrective services supervision.

These services vary in the extent and nature of supervision, the conditions of the order (such as a community work component or personal development program attendance) and the level of restriction placed on the offender's freedom of movement in the community (for example, home detention). No single objective or set of characteristics is common to all jurisdictions' community corrections services, other than that they generally provide a non-custodial sentencing alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

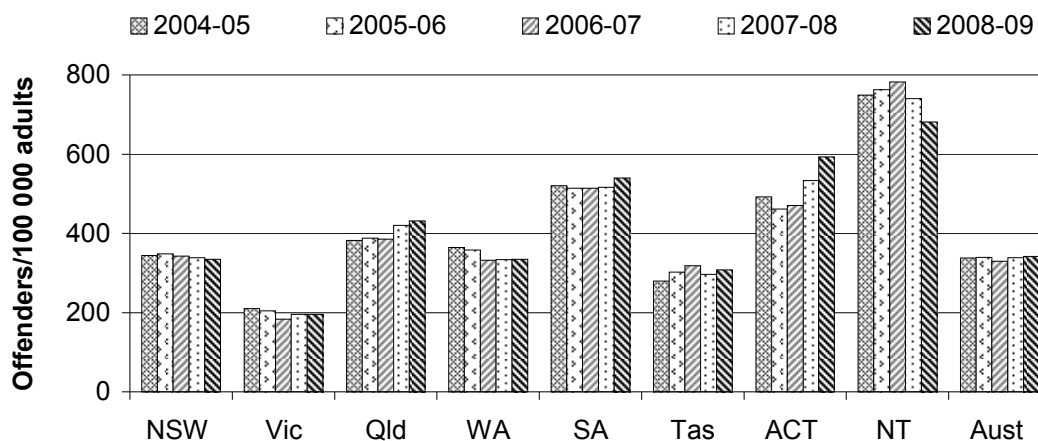
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2008-09. In most states and territories, fine default orders are administered by community corrections. Corrective services are also involved in the supervision of unsentenced offenders in most jurisdictions, but the nature of this involvement varies (table 8A.24).

Nationally, an average of 56 972 offenders per day were serving community corrections orders in 2008-09 — an increase of 3.5 per cent from the previous year (table 8A.3). This daily average comprised 46 598 males (81.8 per cent), 10 290 females (18.1 per cent) and 84 offenders whose gender was not reported. The daily average comprised 10 522 Indigenous offenders (18.5 per cent of the total community correction population), 43 877 non-Indigenous offenders (77.0 per cent) and 2572 people whose Indigenous status was unknown (table 8A.3).

The community corrections rate represents the number of offenders serving community corrections orders per 100 000 people in the corresponding adult population. The adult population refers to people at or over the minimum age at which offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period).

The national community corrections rate was 341.8 per 100 000 adults in 2008-09 compared to 338.3 in 2007-08 (figure 8.5).

Figure 8.5 Community corrections rates, total offenders, 5 year trends^{a, b}



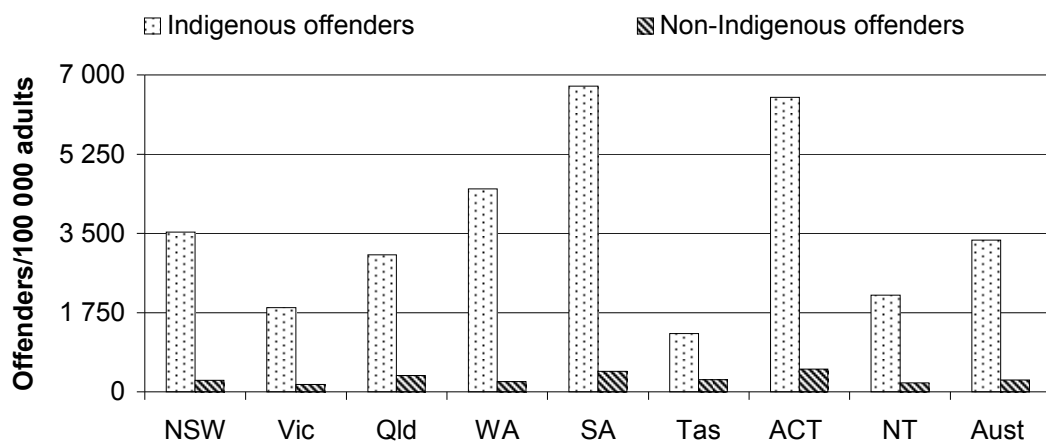
^a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates. ^b Includes people on inactive orders, though not all people on inactive orders are included in all jurisdictions (tables 8A.36 and 8A.74). ^c Historical rates in this table may differ from those in previous Reports, as historical population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2002 to 2006).

Source: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5.

The national rate for female offenders was 121.7 per 100 000 adult females, compared with the corresponding rate of 567.1 for adult males in 2008-09 (table 8A.4). The national rate for Indigenous offenders in 2008-09 was 3349.8 per 100 000 Indigenous adults compared with 258.4 for non-Indigenous offenders (figure 8.6).

Comparisons need to be interpreted with care, especially for those jurisdictions with relatively small Indigenous populations, because small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions. Further, community corrections rates presented in figure 8.6 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations). Data are not available for calculating age standardised community correction offender rates.

Figure 8.6 **Indigenous and non-Indigenous community corrections rates, 2008-09^{a, b}**



^a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates.

^b Excludes offenders whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008, Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.4.

8.2 Framework of performance indicators

Corrective services performance is reported against objectives that are common to corrective services agencies in all jurisdictions (box 8.2). The performance indicator framework shows which data are comparable in the 2010 Report (figure 8.7). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Box 8.2 Objectives for corrective services

Corrective services contribute to the whole-of-government priority, in all jurisdictions, to create safer communities through the administration of correctional sentences and orders. Objectives common to all jurisdictions are outlined below.

Provide a safe, secure and humane custodial environment

Corrective services aim to protect the community through the effective management of prisoners commensurate with their needs and the risks they pose to the community.

Provide an effective community corrections environment

Corrective services aim to protect the community through the effective management of offenders commensurate with their needs and the risks they pose to the community, and to provide advice services to courts and releasing authorities in the determination of orders and directions for offenders.

Provide program interventions to reduce the risk of re-offending

Corrective services aim to reduce the risk of re-offending among prisoners and offenders by providing services and program interventions that address the causes of offending, maximise the chances of successful reintegration into the community, and encourage offenders to adopt a law-abiding way of life.

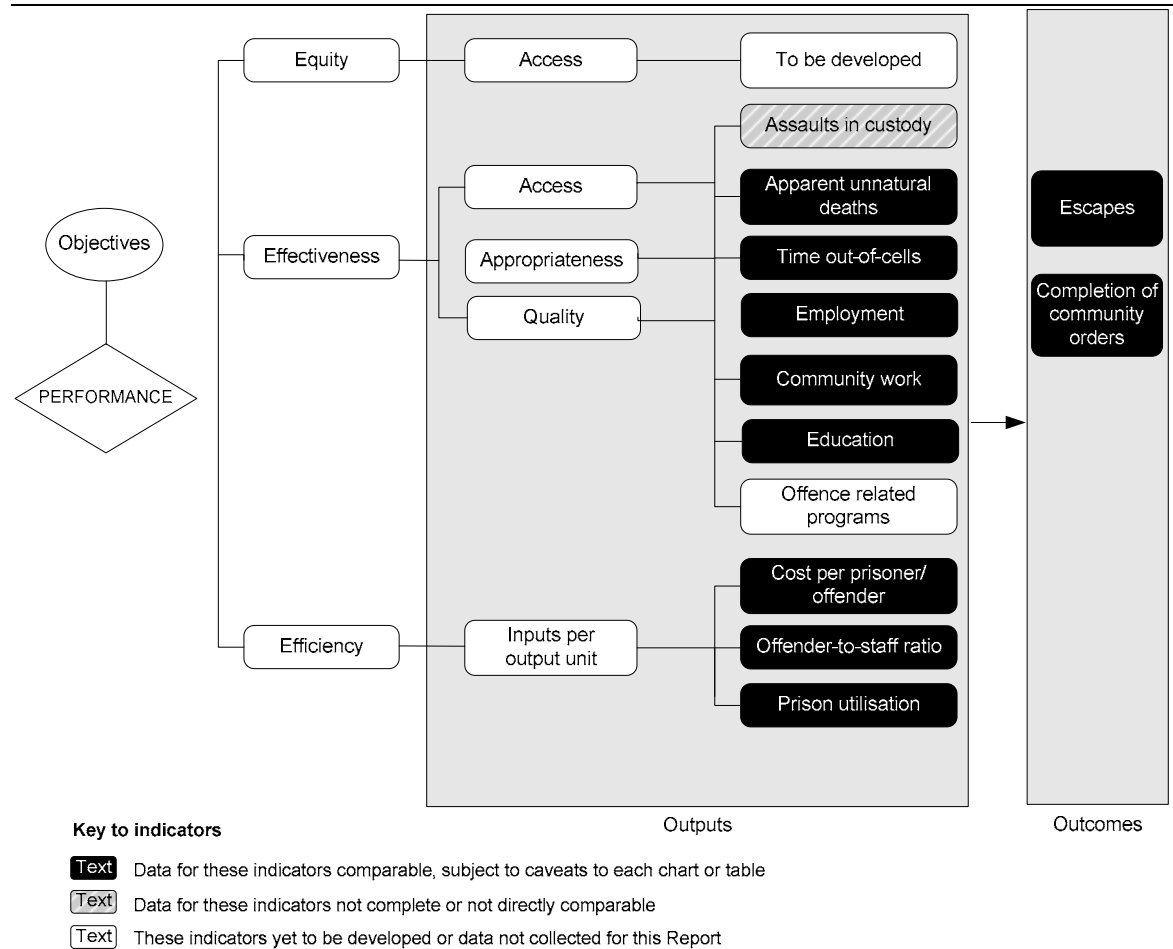
These objectives are to be met through the provision of services in an equitable and efficient manner.

Definitions and counting rules were refined during 2009 as part of the continuing effort to improve comparability of indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report may present some historical data that vary from data published in previous reports. In other cases, it has not been possible to recalculate data for past years and inconsistencies within reported data are footnoted in relevant figures and tables.

Figure 8.7 specifies the performance indicators associated with the objectives identified in box 8.2. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For applicable efficiency indicators (such as cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, which continued during the majority of the reporting period, ACT data are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for prisoners and/or periodic detainees held in ACT facilities, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

The Report’s statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status) (Appendix A).

Figure 8.7 Performance indicators for corrective services



8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 8.2, using the indicator framework shown in figure 8.7. Jurisdictional differences in service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems.

Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

Equity, access

Equity, access in corrective services has been identified as a key area for development in future reports (box 8.3).

Box 8.3 Performance indicator — access

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

Effectiveness

Assaults in custody

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment, which includes providing a prison environment in which there is a low level of violence, whether perpetrated by prisoners/detainees on other prisoners/detainees or on staff (box 8.4).

Box 8.4 Assaults in custody

‘Assaults in custody’ is defined as the number of victims of acts of physical violence committed by a prisoner that resulted in physical injuries reported over the year, divided by the annual daily average prisoner/detainee population, multiplied by 100 (to give the rate per 100 prisoners or 100 detainees). Rates are reported separately for assaults against another prisoner/detainee and assaults against a member of staff. ‘Assaults’ refer to acts of physical violence resulting in a physical injury that may or may not require short-term medical intervention but do not involve hospitalisation or on-going medical treatment. ‘Serious assaults’ refer to acts of physical violence resulting in injuries requiring medical treatment involving overnight hospitalisation in a medical facility or ongoing medical treatment, as well as all sexual assaults.

(Continued next page)

Box 8.4 (continued)

Low or decreasing rates of assaults in custody indicate better performance, however rates reported for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner or detainee populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population may represent only a very small number of actual incidents.

Data reported for this indicator are not directly comparable.

Nationally in 2008-09, the rate of prisoner on prisoner assaults was 8.7 per 100 prisoners and the rate of prisoner on prisoner serious assaults was 0.7. Prisoner on officer rates were 0.5 per 100 prisoners for assaults and 0.03 for serious assaults (table 8A.14). Assault rates by jurisdiction for prisoners and detainees are reported in table 8A.14. The ACT did not report on this indicator in 2008-09.

Apparent unnatural deaths

‘Apparent unnatural deaths’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including providing a custodial environment in which there is a low risk of death from unnatural causes (box 8.5).

Box 8.5 Apparent unnatural deaths

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

A zero, low or decreasing rate of apparent unnatural deaths indicates better performance, however rates for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population can represent only a very small number of deaths.

Data reported for this indicator are comparable.

Nationally, the rate of deaths from apparent unnatural causes for all prisoners was 0.04 per 100 prisoners in 2008-09 (table 8A.15). Table 8.1 presents data on number

and rates of death from apparent unnatural causes in 2008-09, for Indigenous and non-Indigenous prisoners.

Table 8.1 Rate and number of prisoner deaths from apparent unnatural causes, by Indigenous status, 2008-09

	<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>Aust</i>
Deaths/100 prisoners									
Indigenous	0.05	–	–	–	–	–	–	–	0.01
Non-Indigenous	0.04	0.05	0.10	–	0.07	–	1.01	–	0.05
Number of deaths									
Indigenous	1	–	–	–	–	–	–	–	1
Non-Indigenous	3	2	4	–	1	–	1	–	11

– Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.15, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72.

The national rate of deaths from apparent unnatural causes has declined over the last five years. The decline of deaths from apparent unnatural causes for Indigenous prisoners was from 0.07 per 100 Indigenous prisoners in 2004-05 to 0.01 in 2008-09, and for non-Indigenous prisoners was from 0.07 per 100 non-Indigenous prisoners to 0.05 (table 8.2).

Table 8.2 Rate of prisoner deaths from apparent unnatural causes, five year trends, by Indigenous status (per 100 prisoners) ^a

	<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>Aust</i>
Indigenous									
2004-05	0.17	–	–	0.07	–	–	–	–	0.07
2005-06	–	–	–	–	–	–	–	–	–
2006-07	0.10	–	–	0.07	–	–	–	–	0.05
2007-08	–	–	–	–	–	–	–	–	–
2008-09	0.05	–	–	–	–	–	–	–	0.01
Non-Indigenous									
2004-05	0.07	–	0.05	0.10	0.37	–	–	–	0.07
2005-06	0.07	0.03	–	0.10	0.16	–	–	–	0.05
2006-07	0.07	–	0.05	–	0.15	–	–	–	0.05
2007-08	0.05	0.05	0.02	0.09	–	–	–	–	0.05
2008-09	0.04	0.05	0.10	–	0.07	–	1.01	–	0.05

^a Data for previous years may vary from rates given in previous Reports. Deaths reported as 'unknown cause', where there is insufficient evidence to assess, subject to a Coroner's finding, whether the cause of death was natural or unnatural are not included in the calculation of rates. Deaths occurring in past years where cause of death was recorded as unknown at the time of the Report but were subsequently determined to have been from unnatural causes are updated in the relevant year's figures and rates when known. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); table 8A.16.

There were no deaths from apparent unnatural causes for detainees in 2008-09 (table 8A.15).

Time out-of-cells

‘Time out-of-cells’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including managing prisoners in a manner that minimises the risks they pose to the community following discharge from prison while, at the same time, enabling them to achieve an acceptable quality of life during their period in custody (box 8.6).

Box 8.6 Time out-of-cells

‘Time out-of-cells’ is defined as the average number of hours in a 24-hour period that prisoners are not confined to their own cells.

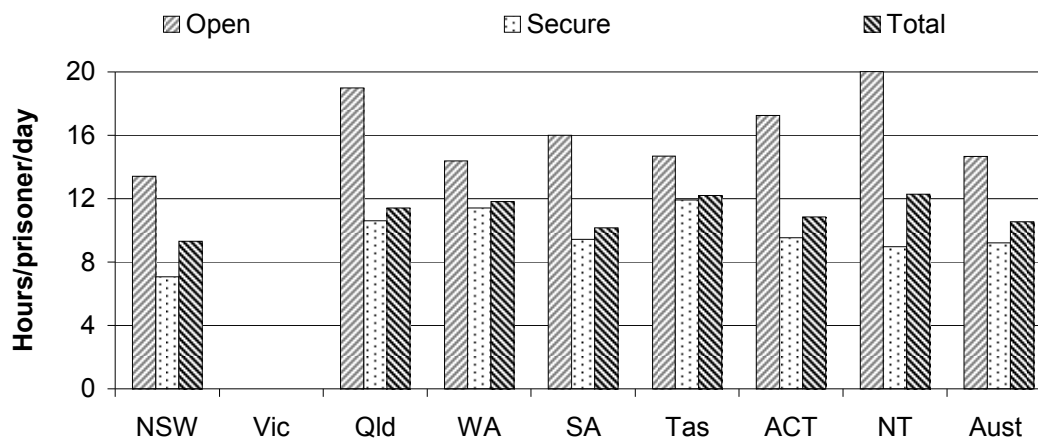
A relatively high or increasing average time out-of-cells per day indicates better performance. The periods during which prisoners are not confined to their cells provides them with the opportunity to participate in a range of activities that may include work, education, wellbeing, recreation and treatment programs, the opportunity to receive visits, and interacting with other prisoners and staff.

Prison systems with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community are more likely to report relatively lower time out-of-cells.

Data reported for this indicator are comparable.

Nationally in 2008-09, the average number of hours of time out-of-cells per prisoner per day was 10.6 (figure 8.8). Average time out-of-cells was higher for prisoners in open custody than those held in secure custody (14.7 compared with 9.2 hours per prisoner per day, respectively).

Figure 8.8 Time out-of-cells (average hours per day), by security level, 2008-09^{a, b}



^a The ACT open custody data are based on the 3 month period that the Alexander Maconochie Centre was operating during the reporting period. ^b Victoria did not report on this indicator in 2008-09.

Source: State and Territory governments (unpublished); table 8A.18.

Employment

‘Employment’ is an indicator of governments’ objective of providing program interventions to reduce the risk of re-offending including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.7).

Box 8.7 Employment

‘Employment’ for prisoners is defined as the number of prisoners employed as a percentage of those eligible to work (that is, excluding those unable to participate in work programs because of full-time education, ill health, age, relatively short period of imprisonment or other reason). Employment for detainees is calculated as a percentage of the total daily average detainee population.

A high or increasing percentage of prisoners in employment indicates better performance. Addressing the limited vocational skills and poor employment history of some prisoners has been identified as a key contributor to decreasing the risk of re-offending.

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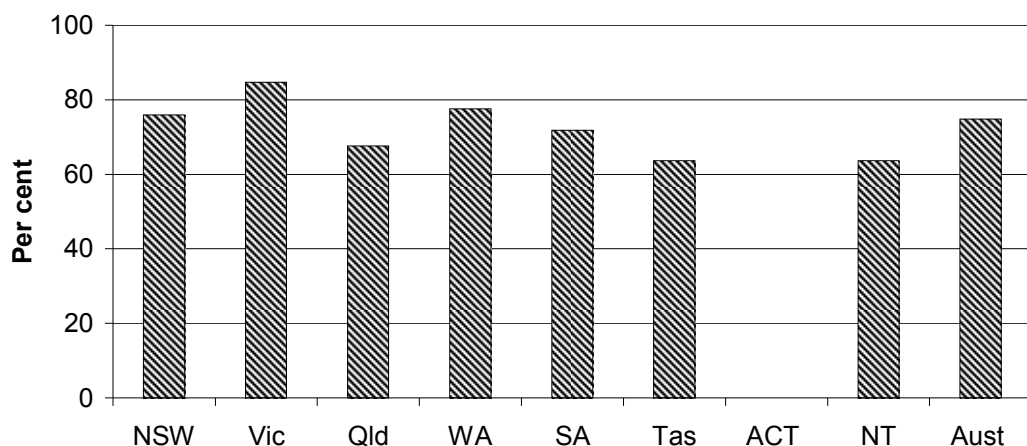
Box 8.7 (continued)

This indicator needs to be interpreted with caution because of factors outside the control of corrective services, such as local economic conditions, which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

Data reported for this indicator are comparable.

Nationally in 2008-09, 74.8 per cent of the eligible prisoner population was employed (figure 8.9). Most prisoners were employed in service industries (45.2 per cent) or in commercial industries (29.0 per cent), with only a small percentage (0.6 per cent) on work release (table 8A.20).

Figure 8.9 Percentage of eligible prisoners employed, 2008-09^a



^a Data are not available for the ACT as the Alexander Maconochie Centre was only operational for 3 months during 2008-09 — an insufficient period of time to provide a representative measure of employment for the year. Other ACT prison facilities operating during the reporting period accommodate only remand prisoners, who are not required to work.

Source: State and Territory governments (unpublished); table 8A.20.

Community work

‘Community work’ is an indicator of governments’ objective of providing an effective community corrections environment including delivering a program of appropriate community work projects to enable offenders to perform unpaid community work as part of the requirements of their community corrections orders (box 8.8).

Box 8.8 Community work

‘Community work’ is measured as the ratio between (i) the number of hours directed to be worked on new orders made during the year, plus the hours of community work remaining on orders made in the previous year that were still in force and (ii) the hours actually worked during the current year.

This ratio indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Low or decreasing ratios of community work indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders. Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period can relate to hours directed to be worked in orders made in the previous year and hours ordered to be worked in the current counting period may not have to be completed until the following year. Therefore, the ratio does not represent a direct correlation between the hours ordered to be worked and the hours actually worked in relation to individual orders. Neither is it a direct measure of the extent of compliance by an individual offender in completing the requirements of the order pertaining to that particular offender.

The ratio can be affected by factors such as availability of suitable community work projects in some geographic areas or for some categories of offenders, the levels of general compliance across all offenders with the requirements of their orders and by variations in the number of orders with community work requirements made by the courts. This indicator does not measure other aspects of effectiveness such as the amount of benefit incurred by the community as a result of the work.

Data reported for this indicator are comparable.

Data on community work are provided in table 8A.20. NSW and Tasmania did not report on this indicator in 2008-09 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.8 and 3.8 (that is, for every hour worked in the year, between 1.8 and 3.8 hours had been ordered to be worked in the year or had been carried over as incomplete work hours from the previous year) (table 8A.20).

Education

‘Education’ is an indicator of governments’ objective of providing program interventions to reduce the risk of re-offending, including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.9).

Box 8.9 Education

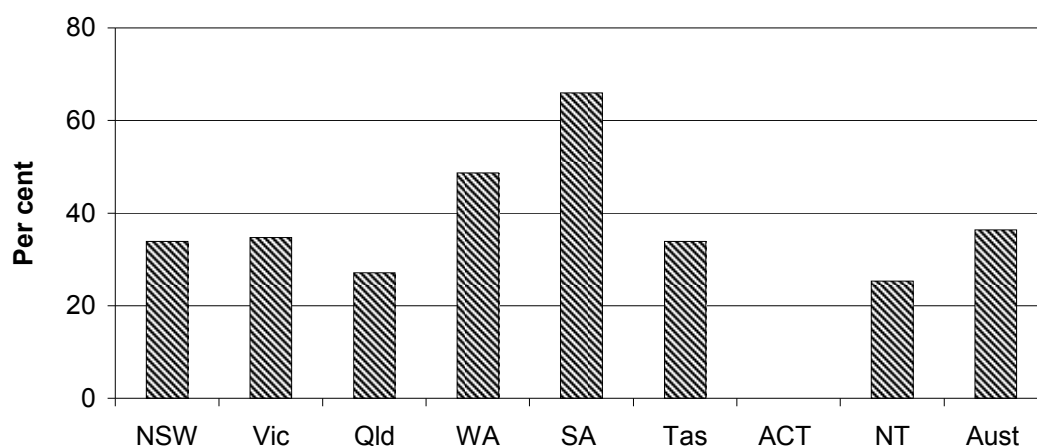
'Education' is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively short period of imprisonment or other reason). Education figures do not include participation in non-accredited education programs or a range of offence related programs that are provided in prisons, such as drug and alcohol programs, psychological programs, psychological counselling and personal development courses.

A high or increasing education participation rate of prisoners indicates better performance. The rates reported for this indicator need to be interpreted with caution as the indicator does not assess participation relative to individual prisoner needs, or measure successful completion of education programs.

Data reported for this indicator are comparable.

Nationally in 2008-09, 36.4 per cent of eligible prisoners participated in accredited education and training courses (figure 8.10). Vocational Education and Training courses had the highest participation levels (28.6 per cent). Nationally, 6.5 per cent of eligible prisoners took part in secondary school education, 2.8 per cent in pre-certificate Level 1 courses, and 1.6 per cent in higher education (table 8A.21).

Figure 8.10 Percentage of prisoners enrolled in education and training, 2008-09^a



^a Data are not available for the ACT as the Alexander Maconochie Centre was only operational for 3 months during 2008-09 — an insufficient period of time to provide a representative measure of education for the year.

Source: State and Territory governments (unpublished); table 8A.21.

Offence related programs

‘Offence related programs’ is an indicator of governments’ objective of providing program interventions to reduce the risk of re-offending including providing offence related programs that address criminogenic behaviour and, for prisoners released from custody, maximising their prospects for successful reintegration as law-abiding citizens into the community (box 8.10).

Box 8.10 Offence related programs

Offence related programs are yet to be defined.

Data for this indicator were not available for the 2010 Report.

Efficiency

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

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

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

Cost per prisoner/offender

‘Cost per prisoner/offender’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.11).

Box 8.11 Cost per prisoner/offender

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

Unit cost per prisoner and offender provides a measure of efficient resource management by corrective services. A low or decreasing unit cost suggests better performance towards achieving efficient resource management.

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

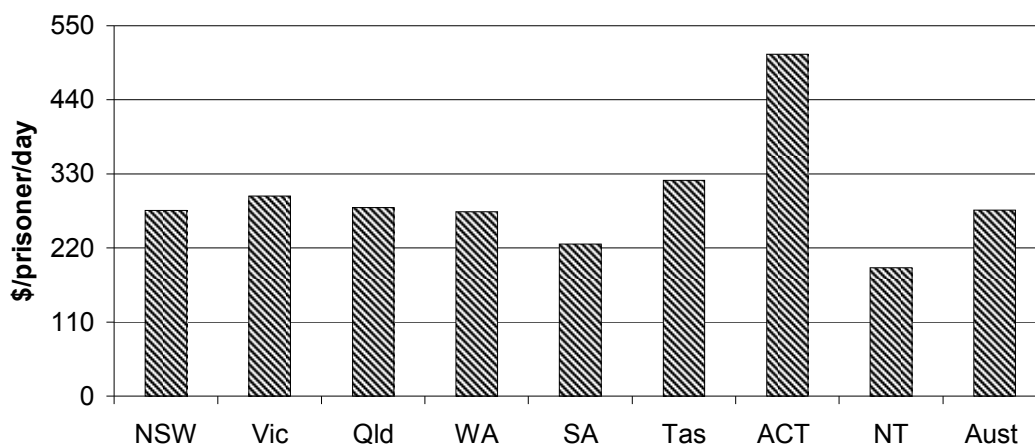
Data for this indicator are comparable.

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

The user cost of capital was calculated by applying a nominal cost of capital rate of 8 per cent to the value of government assets. The costs of capital for land and other assets are shown separately in table 8A.7, to allow users to consider any differences in land values across jurisdictions when comparing the data.

Nationally in 2008-09, the total cost per prisoner per day, comprising net operating expenditure, depreciation, debt servicing fees and user cost of capital, was \$276 (figure 8.11).

Figure 8.11 Total cost per prisoner per day, 2008-09^a

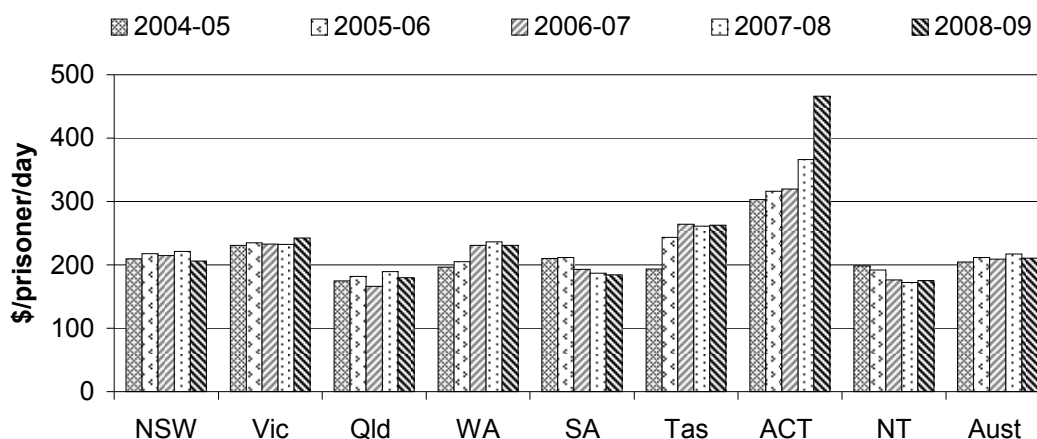


^a Total cost per prisoner per day is the combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax. Capital costs include the user cost of capital (including land), depreciation and debt servicing fees where applicable. Total cost excludes expenditure on transport and escort services where these are reported separately by jurisdictions.

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

The real net operating expenditure (which excludes capital costs and payroll tax) per prisoner per day was \$204 nationally in 2004-05 compared with \$210 in 2008-09 (figure 8.12).

Figure 8.12 Real net operating expenditure per prisoner per day (2008-09 dollars)^{a, b}

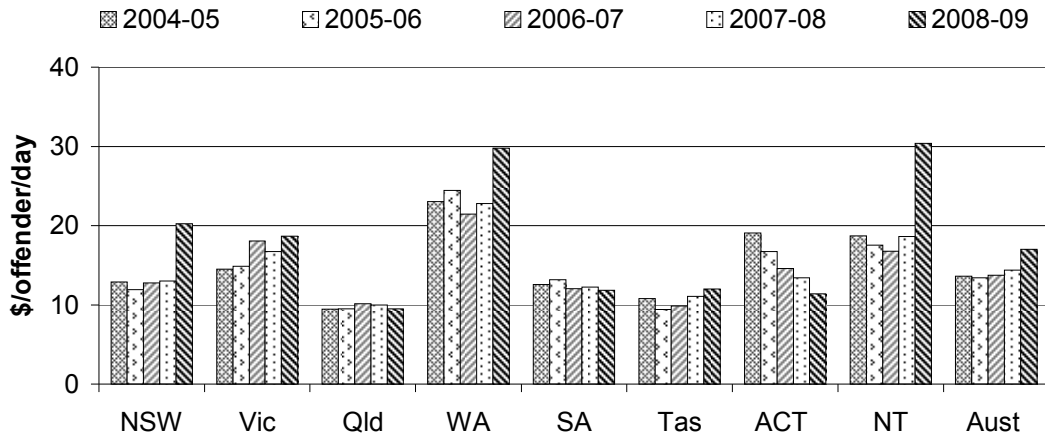


^a Based on operating expenditure on prisons, net of operating revenues, and excluding payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. ^b Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.9.

Nationally, the real net operating expenditure (which excludes capital costs and payroll tax) per offender per day increased from \$14 in 2004-05 to \$17 in 2008-09 (figure 8.13).

Figure 8.13 **Real net operating expenditure per offender per day (2008-09 dollars)^{a, b}**



^a Based on operating expenditure on community corrections, net of operating revenues, and excluding payroll tax and capital costs. ^b Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100) (table AA.26).

Source: State and Territory governments (unpublished); table 8A.11.

Offender-to-staff ratio

‘Offender-to-staff ratio’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.12).

Box 8.12 Offender-to-staff ratio

‘Offender-to-staff ratio’ is defined as the daily average number of offenders per full-time community corrections staff member employed, and is reported separately for operational staff (who are involved in the direct supervision of offenders) and other staff.

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high or increasing ratio suggests better performance.

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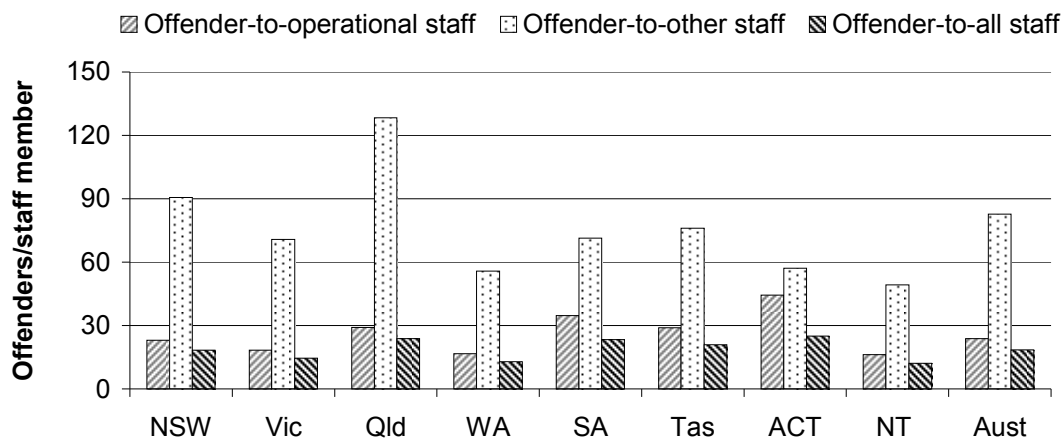
Box 8.12 (continued)

Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A low or decreasing ratio can, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs of the particular offender population, which are aimed at producing greater efficiencies in the longer-term. Offender-to-staff ratios are also affected by differences in geographic dispersion and isolation factors that limit opportunities to reduce overheads through economies of scale.

Data for this indicator are comparable.

Nationally, on a daily average basis, there were 18 offenders for every one (full-time equivalent) community corrections staff member in 2008-09 (figure 8.14). The ratio was 24 offenders per operational staff member and 83 offenders per other staff member (table 8A.22).

Figure 8.14 Community corrections offender-to-staff ratios, 2008-09



Source: State and Territory governments (unpublished); table 8A.22.

Prison utilisation

‘Prison utilisation’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.13).

Box 8.13 Prison utilisation

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

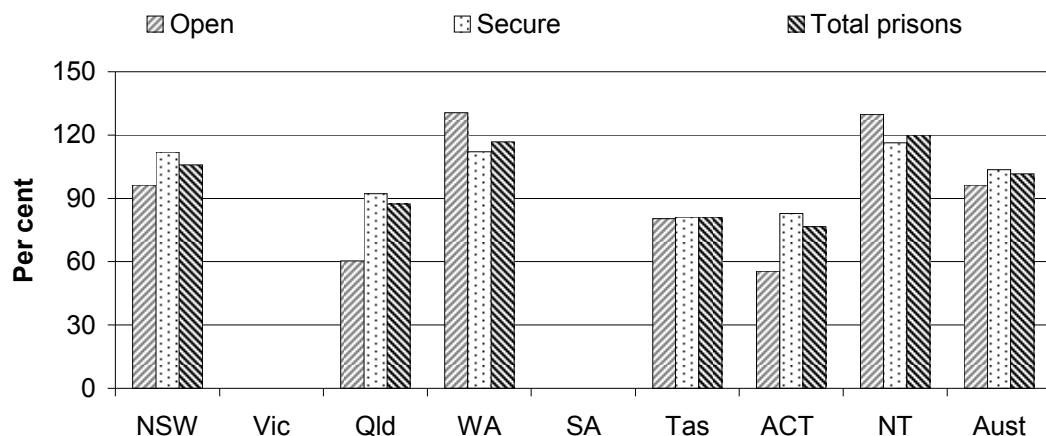
It is generally accepted that the preferred level of prison utilisation falls between 85 and 95 per cent, because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security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

Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A high utilisation percentage, for example, can impact adversely on effectiveness indicators such as 'assaults'.

Data reported for this indicator are comparable.

Nationally, prison utilisation was 102 per cent of prison design capacity in 2008-09. The figure for open prisons was 96 per cent and 104 per cent for secure facilities (figure 8.15).

Figure 8.15 Prison design capacity utilisation, 2008-09^a



^a Victoria and SA did not report on this indicator in 2008-09.

Source: State and Territory governments (unpublished); table 8A.23.

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

Escapes

‘Escapes’ is an indicator of governments’ objective to create safer communities, by effectively managing prisoners in a safe, secure and humane custodial environment, commensurate with their needs and the risks they pose to the community. This objective includes ensuring that all prisoners and detainees comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their supervision in the community poses a risk to the safety of any person (box 8.14).

Box 8.14 Escapes

‘Escapes’ is defined as the number of escapes divided by the annual average prisoner/detainee population, multiplied by 100 (to give a rate per 100 prisoners or 100 detainees), and is reported separately for prisoners escaping from secure custody and from open custody.

A zero, low or decreasing rate indicates better performance however rates reported for this indicator need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population can represent only a very small number of actual incidents.

Data reported for this indicator are comparable.

Table 8.3 presents data on number and rates of escapes in 2008-09. Nationally, the rate of escapes from open custody was 0.57 per 100 prisoners in open custody and the rate of escape from secure custody was 0.02 per 100 prisoners in secure custody.

Table 8.3 Rate and number of prisoner escapes, 2008-09

	<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>Aust</i>
Escapes/100 prisoners									
Open custody	0.31	2.02	1.02	0.26	2.33	–	–	0.65	0.57
Secure custody	0.06	–	–	–	–	–	–	–	0.02
Number of escapes									
Open custody	11	9	6	3	5	–	–	2	36
Secure custody	4	–	–	–	–	–	–	–	4

– Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.17, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72.

There were no escapes by detainees in 2008-09 (table 8A.17).

Completion of community orders

‘Completion of community orders’ is an indicator of governments’ objective of providing an effective community corrections environment, including ensuring that offenders comply at all times with the requirements of the court order that has imposed particular conditions on their behaviour. This may include restrictions on the offender’s liberty (as with home detention), a requirement to undertake community work or other specified activity (such as a drug or alcohol program), regularly attending a community corrections centre as part of supervision requirements, or other conditions (box 8.15).

Box 8.15 Completion of community orders

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

A high or increasing percentage of order completions indicates better performance towards achieving an effective community corrections environment.

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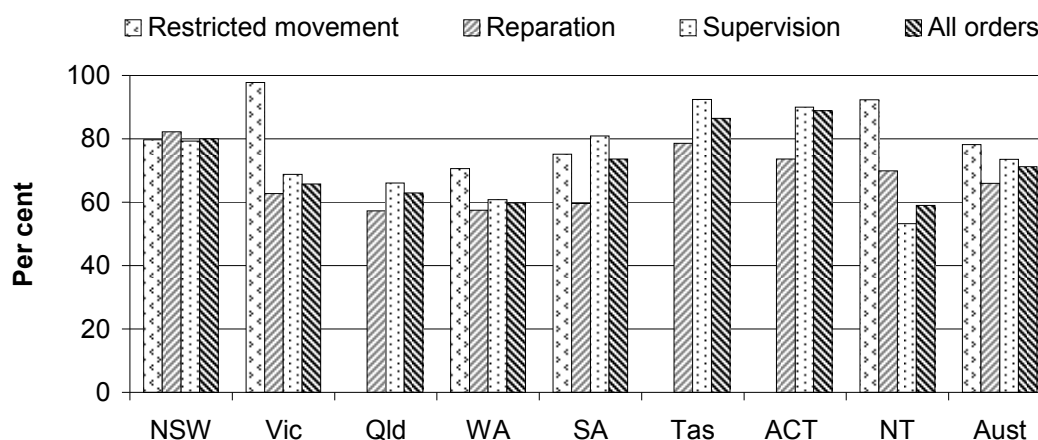
Box 8.15 (continued)

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

Data reported for this indicator are comparable.

In 2008-09, 71 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (78 per cent), followed by supervision orders at 74 per cent and reparation orders at 66 per cent (figure 8.16).

Figure 8.16 Completion of community corrections orders, by type of order, 2008-09^a



^a Data for restricted movement orders are not applicable to Queensland, Tasmania and the ACT as these jurisdictions do not have this category of order.

Source: State and Territory governments (unpublished); table 8A.19.

8.4 Future directions in performance reporting

The Steering Committee, through the Corrective Services Working Group (CSWG) and the National Corrections Advisory Group, will continue to improve data quality of existing indicators and develop new indicators.

Work will continue in the immediate future to further improve the direct comparability of financial indicators. This builds on outcomes of continuing work on differences between jurisdictions in the scope of functions performed by corrective services that have an impact on reported expenditure and in the treatment of expenditure on services, such as prisoner health, where costs are currently incurred by corrective services in some jurisdictions but not in others.

Developmental work is also occurring in other areas. The CSWG aims to report on prisoner health within the chapter in the future, subject to the availability of external data sources and the development and trial of an appropriate indicator. In addition early development work is underway on scoping an indicator related to offence focused programs for prisoners and offenders.

The disaggregation of various indicators by Indigenous and non-Indigenous status is being trialled for possible incorporation in future reports as the basis for equity-access indicator rates.

8.5 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

New South Wales Government comments

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NSW is responsible for managing the largest correctional system in Australia. The NSW prisoner population has steadily increased over the past decade. In 1997-98 the daily average prisoner population was 6358 while in 2008-09 this number had risen to 10 068, an increase of over 58.4 per cent in 11 years. Similar increases have occurred in the daily average community corrections offender population. In 1997-98 the daily average community corrections offender population was 14 199 while in 2008-09 this number had risen to 18 124, an increase of 27.6 per cent in 11 years. It is likely that the demand for corrective services will remain high in the foreseeable future as the prisoner and community based offender populations continue their upward trend.

In 2008-09, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner on prisoner assaults. Further, in the past two years there have been no serious assaults on officers.

The rate of successful completions of community based orders remained high at 80 per cent in 2008-09, with NSW again performing above the national average. The successful introduction of the Community Compliance Group in 2007 led to a jump in the successful completion rates of restricted movement orders in 2007-08. In 2008-09, this group of highly trained staff has continued to target high-risk and high-profile offenders, providing an additional layer of supervision in the community, with offices being established in Wagga Wagga, Newcastle, Dubbo, Blacktown and Campbelltown.

In 2008-09, Community Offender Support Program (COSP) centres were opened at Malabar, Windsor, Kempsey and Emu Plains. Apart from providing temporary accommodation for high-risk offenders on parole or serving community orders, COSPs aim to assist recently released offenders and offenders having difficulty adjusting to normal lawful community life, with reintegration and resettlement support through structured programs and other targeted services.

As the inmate population in NSW increases, so too does the number of inmates with mental health problems. In 2008-09, the Department completed its mental health system overhaul to minimise the exposure of people with serious mental illness to the correctional system with the opening of the Acute Crisis Unit at Silverwater Women's Correctional Centre; the new Long Bay Hospital; and the Justice Health Forensic Hospital, operated and funded by NSW Health. These new facilities complement the Mental Health Screening Unit at the Metropolitan Reception and Remand Centre, which opened in 2006 and in 2008-09, received a silver Premier's Award in the Rights, Respect and Responsibility category in recognition of its excellence in treatment, stabilisation and diversion of mentally ill offenders.

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Victorian Government comments

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Victoria continues to have by far the lowest overall total corrective services rate (imprisonment and community corrections combined) in the country. Points of particular interest for Victoria in 2008-09 include a fall in the recidivism rate (the rate of return to prison within two years of release) for the seventh consecutive year, the achievement of the largest proportion of prisoners in employment and attaining the highest restricted movement orders completion rate in Australia. These achievements occurred during a period of continued growth in the prison population, which increased to a daily average of 4299 prisoners in 2008-09, an increase of 2.9 per cent from the 2007-08 daily average of 4177.

Developments during 2008-09 included:

- the new residential facility for serious sex offenders, to be completed in early 2010. Programs have also been developed to better identify and support offenders, thus reducing the risk of their re-offending. New legislation is being drafted to strengthen laws relating to serious sex offenders who pose an ongoing and unacceptable risk to the community, providing for their post-sentence supervision or detention
- the demand management strategy to offset projected growth in prisoner numbers. This included a range of initiatives to divert offenders and reduce re-offending. Some 93 temporary beds were installed at various prisons across Victoria. An additional 113 beds will be available by the end of 2009 and a further 40 beds by mid-2010. Planning continued on the 350-bed expansion of the Ararat Prison, to be delivered in late 2012 as a public-private partnership. The Government announced funding in the 2009-10 Budget for an additional 100 beds by mid-2011 and the state-wide expansion of the Home Detention Program
- the predicted recidivism model, devised with the assistance of the Australian Institute of Criminology
- partnerships developed between Corrections Victoria, the Office of Housing and Registered Housing Agencies to provide supported housing placements for exiting prisoners
- the launch of the specialist transitional support program, Konnect — providing post-release assistance for Aboriginal offenders that is culturally sensitive to the needs of Koori men and women exiting prison
- a new drought strategy that has resulted in all prisons implementing water-saving initiatives. Major environmental efforts in energy and waste-saving
- reductions in staff-related costs in medium and minimum security prisons through workforce and roster efficiencies
- a new five year contract awarded for the provision of prisoner transport, involving a new charging regime to ensure greater efficiency; enhanced information technology systems and a newly-constructed fleet of vehicles.

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Queensland Government comments

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On 26 March 2009, the Queensland government implemented machinery of government changes that affected a number of government departments. On that date Queensland Corrective Services (QCS) joined with the former Department of Emergency Services to form the new Department of Community Safety.

The 2010 Report shows that, through this period of reorganisation, Queensland continued to effectively enforce the orders of the courts, break the cycle of re-offending and enhance public safety. Of particular note, effective infrastructure planning as reflected in prison capacity utilisation rates and continued cost efficiency have assisted with the delivery of good performance outcomes.

The year saw a return of the growth in prisoner numbers with a 2.5 per cent increase in total adult prisoners, to an average of 5629 being held. There was a 7.4 per cent increase in female prisoners to 436 with a corresponding increase of 2.1 per cent in male prisoners to 5193. The number of Indigenous prisoners grew by 3.7 per cent to 1504 and Indigenous prisoners now make up 26.7 per cent of the prison population.

An average daily population of 1243 or 22.1 per cent of prisoners were held in the two privately operated prisons.

In addition, there was a 5.9 per cent increase in the number of offenders under supervision in the community to an average of 14 467. This increase came from continued growth in supervision orders (including Court-Ordered Parole) which increased from 12 029 in 2007-08 to 12 952 in 2008-09.

As part of our commitment to reducing Indigenous incarceration, QCS has recently established permanent Probation and Parole reporting offices in a number of remote Aboriginal and Torres Strait Islander communities, including Cooktown and Woorabinda. These new offices ensure that QCS is able to provide greater support to the courts, parole boards and Indigenous offenders who live in the more remote parts of the State and allow the courts to impose community-based sentences in appropriate cases.

The 2010 Report also shows a change to the rates of return to corrective services after two years which highlights reforms undertaken in QCS in 2006. The first reform was the introduction of a new strengthened Probation and Parole service that replaced community corrections. The new Probation and Parole service provides for an increased level of supervision and surveillance of offenders. The second change in 2006 was the introduction of Court-Ordered Parole, which replaced conditional release for short sentence offenders and led to a decline in the number of offenders receiving suspended sentences. The movement in rates of return to corrective services, in part, reflects the increased number of offenders on parole who are returned to custody after breaching parole conditions.

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Western Australian Government comments

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In 2008-09 the Department of Corrective Services managed an unprecedented growth in the adult prisoner population and at 30 June 2009, the adult custodial prisoner population was 4419 prisoners. The daily average prisoner population for 2008-09 increased by 5.5 per cent from the previous year. There was a 5.9 per cent increase in non-Indigenous prisoners, a 10.4 per cent increase in minimum-security prisoners and a 5.7 per cent increase in male prisoners.

There were 12 229 adults and 1861 juveniles (excluding Juvenile Justice Team referrals) managed in the community during the financial year. Of these, 5707 were Indigenous comprising 1113 juveniles and 4594 adults.

The WA service delivery approach comprises a mix of 10 intervention strategies based on making a positive difference to offenders while under WA management. These intervention strategies include employment, structured day, education and vocational training, health, supervision, life skills, cognitive skills, offence specific programs, counselling and re-entry services.

In the area of self sustainability significant progress was made, with food production (market gardens, orchards, bakeries, dairy production and an abattoir) a key focus. Prison industries and offenders on community work orders manufacture goods used throughout the system, including furniture and prisoner clothing manufacture, printed material, corporate gifts and work on infrastructure, construction and maintenance. The self sustainability focus is a key strategy for the future linked to constructive activity, skills training and future employment.

The Department continues its long tradition of ensuring offenders in the community and custodial settings ‘repay’ their debt to society through community works. These community works range from dune and land conservation to maintenance of historically important landmarks, working in charitable organisations, manufacturing furniture for people with a disability and a range of other activities.

Offenders undertaking such work for the benefit of the community learn valuable job skills and the value of doing things for others, increasing their levels of respect, empathy and self esteem. These important outcomes play a large part in reducing the risk of reoffending, which meets the Department’s mission of contributing to a safer Western Australian community.

In May 2009, the Government announced \$655 million of funding for the Custodial Infrastructure Program, the most significant custodial accommodation program in the history of the State. This program will build or install 1657 prisoner beds across the prison system. A significant proportion of the program will be completed by the end of 2011 to address the urgent need for additional prison capacity.

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South Australian Government comments

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South Australia has the lowest rate of prisoners returning to prison in 2008-09. The overall imprisonment rate and the cost per prisoner per day also remained below the national average for the period. In 2008-09 South Australia had the highest prisoner enrolment rate in education and training, almost twice the national average. There were no escapes from secure custody and no deaths from unnatural causes for Indigenous prisoners in 2008-09.

Prisoner numbers continued to increase by 4 per cent in 2008-09. The daily average prisoner number for the year was 1935 with the highest number recorded on 15 April 2009 as 1986.

As a result of the global financial crisis and the impact on the State's fiscal position, the Government made the decision to cancel the Public Private Partnership New Prisons and Secure Facilities Project. Funding has been allocated for essential works to upgrade and sustain existing infrastructure.

Since 2006-07 and up to 2011-12, the State Government has approved funding to increase the prison capacity by over 600 beds. While this was initially achieved by doubling up, it now involves the construction of new facilities. There are 232 new prison beds still to be commissioned over the next three years.

During the year, a unit for Aboriginal men, known as Pakani Arangka (meaning a good growing place) was completed at Port Augusta Prison to provide a culturally appropriate living unit. The unit has a large veranda facing the Flinders Ranges with appropriate outdoor space for prisoners and can accommodate up to 12 prisoners.

In Community Corrections a range of initiatives for enhanced service delivery and a stronger public protection focus commenced. The Government allocated additional funding to meet increased demand and to augment existing services. The Community Service program was re-branded as Repay SA and now also includes a significant graffiti removal program called de-tag.

The Home Detention program has been re-structured to ensure more intensive and effective administration with expanded capacity. The relatively high rate of Community Corrections orders is largely due to Bail Orders being supervised by Correctional Services, which does not occur in other jurisdictions.

An organisational re-structure saw the creation of an Offender Development Directorate. The Directorate brings together key staff who focus on offender assessment, sentence planning, psychological services and the provision of intensive therapeutic programs, in particular for sexual and violent offenders. This is another initiative directed towards achieving improved outcomes in public protection and reducing re-offending.

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Tasmanian Government comments

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Corrective Services in Tasmania are provided by two divisions of the Department of Justice: Community Corrections and the Tasmania Prison Service.

Tasmania's corrective services budget took a substantial cut in 2008-09 as a result of the global financial crisis. The introduction of an efficiency dividend part way through the year made it necessary to re-frame all budgets and implement a strict fiscal regime.

Tasmania's daily average offender population increased by approximately 5 per cent in 2008-09. Over the same period, Tasmania's daily average prisoner population decreased by approximately 3 per cent, but despite the declining numbers, Tasmania continued to experience a high demand for maximum security accommodation across several facilities.

During 2008-09, Tasmania faced significant challenges in its provision of vocational education and training (VET), due to funding issues around traineeship incentive payments. These issues considerably reduced the number of prisoners participating in vocational education and training during the latter part of 2008-09. The Tasmanian Government is working to address these issues in 2010 to ensure that prisoners in Tasmania are able to access a wide range of education and training.

Over the same period, Tasmania conducted a full review of the operations and structure of Community Corrections, the findings of which are currently being implemented. The objective of the review was to ensure that the structure of Tasmania Community Corrections allows it to respond to current demands and provides the flexibility to adapt to future demands, in terms of recruitment and retention of staff, changing models of practice and changes in the population of offenders on community based orders. The review also included consideration of the Community Service Order Scheme.

In 2008-09 Tasmania Community Corrections also released the first part of a revised statewide policy and procedures manual for Probation Officers, fully implemented the Level of Service/Case Management Inventory as their new risk/needs assessment instrument and continued to deliver programs to offenders including the Family Violence Offender Intervention Program, Sober Driver Program and Offending is not the Only Choice.

Community Corrections and the Tasmania Prison Service have also continued to work together to develop programs aimed at ensuring continuity of service for offenders across Corrective Services in Tasmania.

Other positives for Tasmania, which can be drawn from the 2010 Report include a reduction in the daily average prisoner population and imprisonment rates, no deaths in custody due to unnatural causes, no escapes from open or secure custody and no serious assaults on staff.

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Australian Capital Territory Government comments

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In March 2009, the Alexander Maconochie Centre (AMC), Australia's first human rights compliant prison, was opened to prisoners. The commencement of operations at the ACT's multi-classification facility ended a 10 year project to establish the ACT's first prison and marked the start of a new era in corrective services in the ACT.

All remand prisoners were moved from the ACT's remand facilities before the end of April 2009 and all ACT prisoners based in NSW were relocated by June 2009. The ACT extends its appreciation to NSW for its cooperation in dealing with ACT prisoners over many years.

The closing of the ACT's remand centres has freed-up buildings adjacent to the periodic detention facility, which are being reconfigured to provide for an improved operation in regard to that aspect of corrective services.

As a back-drop to these significant developments, the ACT again recorded the lowest imprisonment rate per 100 000 adults for all prisoners decreasing from 68.3 in 2007-08 to 63.4 in 2008-09. The ACT also recorded the lowest imprisonment rate per 100 000 adults for males, females and Indigenous prisoners.

The ACT recorded the best average ratio of visits per prisoner population at 76.4 and retained its lead ranking in this area, which it has held since 2001-02.

The ACT's average time out of cells (hours) per day increased significantly compared with previous years, moving from 9.5 past the national average of 10.6 to 10.8. The ACT Government expects that this figure will continue to rise as a result of the commencement of operations at the AMC.

The ACT recorded zero open escapes and zero escapes of periodic detainees in 2008-09.

Community corrections has experienced a significant increase in the number of offenders in supervision, rising to 593 per 100 000 adults, with the ACT second only to one jurisdiction and well above the national average.

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Northern Territory Government comments

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The delivery of most services in the Northern Territory is strongly influenced by the geographic distribution of the population residing in rural and remote communities and also that approximately 30 per cent of the NT population identify themselves as Aboriginal or Torres Strait Islander.

The NT prison population continues to increase, and rose by 18 per cent, from a daily average of 875 in 2007-08, to 1030 in 2008-09. Increasing prisoner numbers has had an impact on service provision in areas such as employment and education.

The NT Community Corrections offender population fell by 6 per cent, from a daily average of 1152 in 2007-08 to 1085 in 2008-09.

The Department of Justice has invested in an increased number of community probation and parole officers in remote communities and the implementation of a professional stream for offender assessment, treatment and intensive case management and supervision. This, in conjunction with the reduced community based offender numbers, resulted in an increase in cost per offender.

Developments during 2008-09 include:

- the continuation of the NT Government's major capital investment program announced in 2007-08 to increase the capacity of the existing prisons to meet the short and medium term needs and the construction of a new prison to meet the longer term requirements
- the continuation of the three-year staged implementation of the Integrated Offender Management System to provide integrated throughcare assessment and case management work practices and procedures
- NT Correctional Services continued implementation of the NT Government's Closing the Gap of Indigenous Disadvantage plan including the provision of community probation and parole officers, Indigenous family violence offender programs, rehabilitation programs for sexual offenders and expansion of prison based Elders Visiting Program.

Due to the NT's small prisoner/offender populations, minor changes in numbers can result in significant changes in rates or percentages. It can be misleading to make broad comparisons with corresponding values for Australia, or those of other jurisdictions.

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8.6 Definitions of key terms and indicators

24-hour court cell	<p>A place of detention located in court and/or police complexes managed by correctional officers that accommodates sentenced or unsentenced prisoners for short periods of time (not including holding cells).</p>
Assault	<p>An act of physical violence committed by a prisoner that resulted in physical injuries that may or may not have required medical treatment, but not overnight hospitalisation or on-going medical treatment. An assault is recorded where either:</p> <ul style="list-style-type: none">• a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or• there is evidence that an assault took place because at least one of the following circumstances apply:<ul style="list-style-type: none">– there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or– a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities. <p>The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. It is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.</p>
Apparent unnatural death	<p>The death wherever occurring (including hospital) of a person:</p> <ul style="list-style-type: none">• who is in prison custody• whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody• who dies or is fatally injured in the process of prison officers attempting to detain that person• who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody• 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. <p>The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.</p>
Average number of hours ordered per offender	<p>The balance of community work hours ordered 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.</p>
Average number of hours worked per offender	<p>The number of actual hours worked per offender with a work order in the counting period.</p>

Capital costs per prisoner/offender	The daily cost per prisoner/offender (see definition below), based on the user cost of capital (calculated as 8 per cent of the value of government assets), depreciation, and debt servicing fees for privately owned facilities.
Community corrections	Community-based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision; programs; or community work.
Community corrections rate	The annual average number of offenders per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
Community corrections staff	Full-time equivalent staff employed in community corrections. Operational staff refers to staff whose main responsibility involves the supervision or provision of support services directly to offenders, for example, probation/parole/community corrections officers, home detention officers, case managers, program co-ordinators, and court advice workers. Other staff refers to staff based in Head Office or officers in the field whose responsibilities are managerial or administrative in relation to offender management. Staff members who perform a mix of caseload and administrative functions are allocated proportionately to each category based upon the workload assigned to that position.
Community custodial facilities	Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) when these were operating in Queensland.
Community work (offenders)	Hours of unpaid community work by offenders serving community corrections orders during the counting period.
Completion of community orders	The proportion of community orders successfully completed (by order type) within the counting period.
Daily average prisoner/periodic detention/offender population	The average number of prisoners, periodic detainees and/or offenders during the counting period.
Detainee	A person subject to a periodic detention order.

Education	<p>The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:</p> <ul style="list-style-type: none"> • those in centres where the policy is not to provide education programs or where education programs are not available (that is, remand centres, 24-hour court cells) • remandees for whom access to education is not available • hospital patients who are medically unable to participate • fine defaulters (who are incarcerated for only a few days at a time) • subgroups of the above categories.
Employment	<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 those undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> • remandees who choose not to work • hospital patients or aged prisoners who are unable to work • prisoners whose protection status prohibits access to work • fine defaulters (who are only incarcerated for a few days at a time) • subgroups of the above categories.
Escape rate (open/secure)	<p>Escapes refer to persons who escape from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes by the daily average open/secure prison population, multiplied by 100.</p>
Home detention	<p>A corrective services program requiring offenders to be subject to supervision and monitoring by an authorised corrective services officer while confined to their place of residence or a place other than a prison.</p>
Imprisonment rate	<p>The annual average number of prisoners per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.</p>
Inactive order and/or in suspense	<p>Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.</p>
Indigenous status	<p>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.</p>

Net operating expenditure per prisoner/offender	The daily cost of managing a prisoner/offender, calculated as the relevant operating expenditure figure net of operating revenues (see definitions below) divided by (i) the number of days spent in prison or detention by the daily average prisoner population and the daily average periodic detention population on a 2/7 th basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.
Number of correctional facilities	A facility legally proclaimed as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including community custodial facilities and 24-hour court cell centres administered by corrective services.
Offence-related programs	A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.
Offender	An adult person subject to a current community-based corrections order (including bail supervision by corrective services).
Offender-to-staff ratio	The level of staff supervision based on the number of staff employed and the average number of offenders.
Open custody	A custodial facility where the regime for managing prisoners does not require them to be confined by a secure perimeter physical barrier, irrespective of whether a physical barrier exists.
Operating expenditure	Expenditure of an ongoing nature incurred by government in the delivery of corrective services, including salaries and expenses in the nature of salary, other operating expenses incurred directly by corrective services, grants and subsidies to external organisations for the delivery of services, and expenses for corporate support functions allocated to corrective services by a broader central department or by a 'shared services agency', but excluding payroll tax.
Operating revenues	Revenue from ordinary activities undertaken by corrective services, such as prison industries.
Periodic detention	An order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.
Periodic detention rate	The annual average number of periodic detainees per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
Periodic detention utilisation	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.
Prison	A legally proclaimed prison or remand centre, which holds adult prisoners, excluding police prisons or juvenile detention facilities.

Prison utilisation	The extent to which prison design capacity meets demand for prison accommodation, calculated as the total daily average prisoner population divided by average prison design capacity.
Prisoner	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
Private prison	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
Recurrent expenditure	The combined total of operating expenditure (see previous definitions) and capital costs, that is, depreciation, debt servicing fees, and user cost of capital.
Remand	A legal status where a person is held in custody pending outcome of a court hearing, including circumstances where the person has been convicted but has not yet been sentenced.
Reparation order	A subcategory of community-based corrections that refers to all offenders with a community service bond/order or fine option that requires them to undertake unpaid work.
Restricted movement order	A subcategory of community-based corrections that refers to offenders who are subject to a system of restricted movement, including supervision and/or electronic monitoring (for example, home detention).
Secure custody	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
Serious assault	An act of physical violence committed by a prisoner that resulted in physical injuries requiring medical treatment involving overnight hospitalisation in a medical facility (e.g. prison clinic, infirmary, hospital or a public hospital) or on-going medical treatment. Serious assaults include all sexual assaults. The criteria for reporting described for 'assaults' above also apply.
Supervision order	A subcategory of community-based corrections that refers to orders that include a range of conditions other than those categorised as restricted movement or reparation.
Time out-of-cells	The average number of hours in a 24-hour period that prisoners are not confined to their own cells, averaged over all days of the year.
Total cost per prisoner/offender	The combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax and transport/escort expenditure where reported separately by jurisdictions.
Transport and escort services	Services used to transport prisoners between prisons or to/from external locations (for example, court), including corrective services officers or external contractors involved in escorting prisoners as part of the transport arrangements.
Work order	A community service order or bond that imposes work upon an offender. (In some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

8.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 8A.3). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website (www.pc.gov.au/gsp). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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