
8 Corrective services

CONTENTS

8.1 Profile of corrective services	8.3
8.2 Framework of performance indicators	8.10
8.3 Key performance indicator results	8.12
8.4 Future directions in performance reporting	8.31
8.5 Jurisdictions' comments	8.32
8.6 Definitions of key terms and indicators	8.41
8.7 Attachment tables	8.46

Attachment tables

Attachment tables are identified in references throughout this chapter by an '8A' 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 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and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual 2009-10*.

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.

A major improvement in reporting on corrective services this year was inclusion of a mini-case study.

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 Government-operated prison facilities during the reporting period. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2009-10. 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 \$2.9 billion nationally in 2009-10. The equivalent figure for community corrections was \$0.4 billion (table 8A.6).

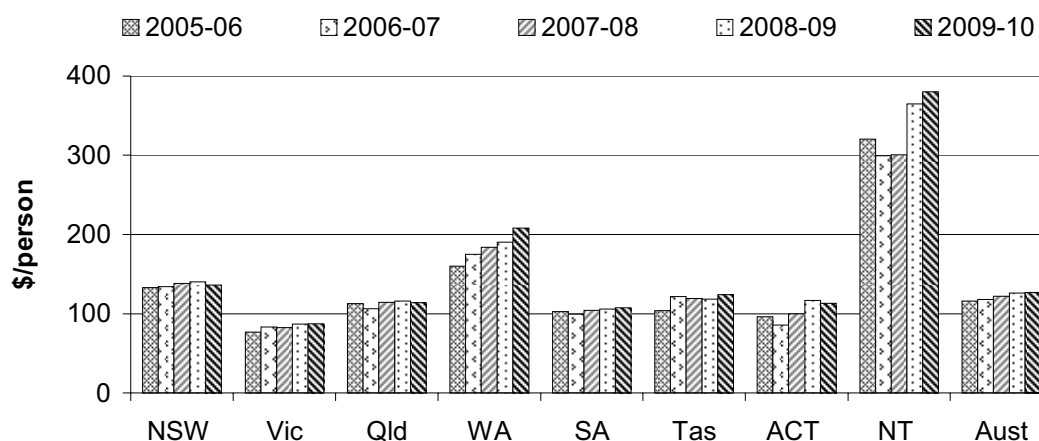
As described in the Justice preface, recurrent expenditure relates to annual service costs and excludes payroll tax. For consistency with Justice preface reporting, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net operating expenditure plus depreciation, but

² Transport and escort service expenditure for 2009-10 was reported separately from overall prison expenditure by all jurisdictions except Tasmania and the NT (table 8A.6).

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 \$2.8 billion in 2009-010 — an increase of 2.8 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 \$116 in 2005-06 to \$127 in 2009-10 (figure 8.1).

Figure 8.1 Real net operating expenditure on prisons and community corrections plus depreciation, per head of population per year (2009-10 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 (2009-10 = 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 120 custodial facilities nationally at 30 June 2010 (table 8A.2). These comprised 88 government-operated prisons, eight privately-operated prisons, two transition centres, 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, 28 956 people per day (excluding periodic detainees) were held in Australian prisons during 2009-10 — an increase of 4.9 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 882 people per day were serving periodic detention orders in NSW and the ACT in 2009-10 — an increase of 9.6 per cent from the 2008-09 average.

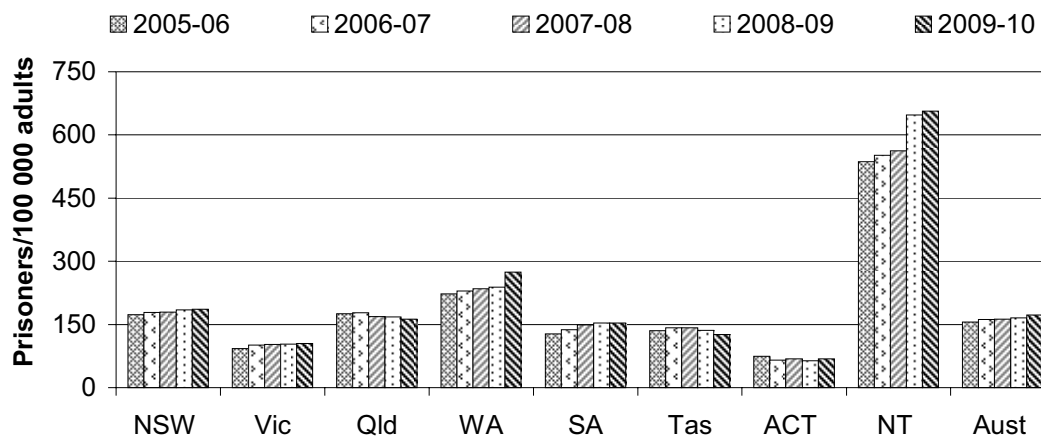
Excluding periodic detainees, 21.6 per cent of prisoners were held in open prisons and 78.4 per cent were held in secure facilities in 2009-10. A daily average of 5175 prisoners (17.9 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2009-10 comprised 26 824 males and 2132 females — 92.6 per cent and 7.4 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 7544 — 26.1 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 169.1 per 100 000 Australian adults in 2009-10, compared to 165.6 in 2008-09 (figure 8.2). On a gender basis, the national imprisonment rate was 317.5 per 100 000 adult males and 24.6 per 100 000 adult females in 2009-10 (table 8A.4).

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



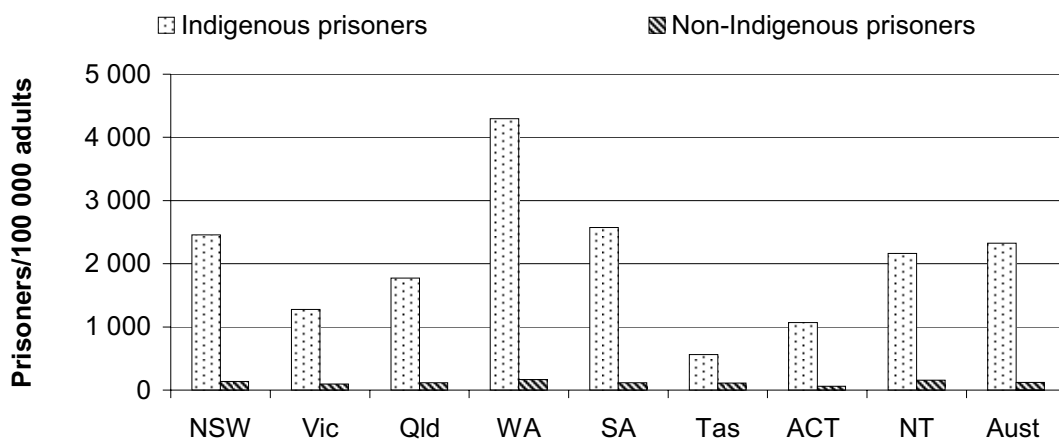
^a Non-age standardised rates, based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult population estimates. ^b The ACT rates prior to 2009-10 include prisoners held in the ACT and ACT prisoners held in NSW prisons and NSW rates exclude ACT prisoners held in NSW prisons. In 2009-10 all ACT prisoners were held in ACT facilities.

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 2009-10 was 2325.3 compared with a corresponding rate of 123.5 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, 2009-10^{a, b}**



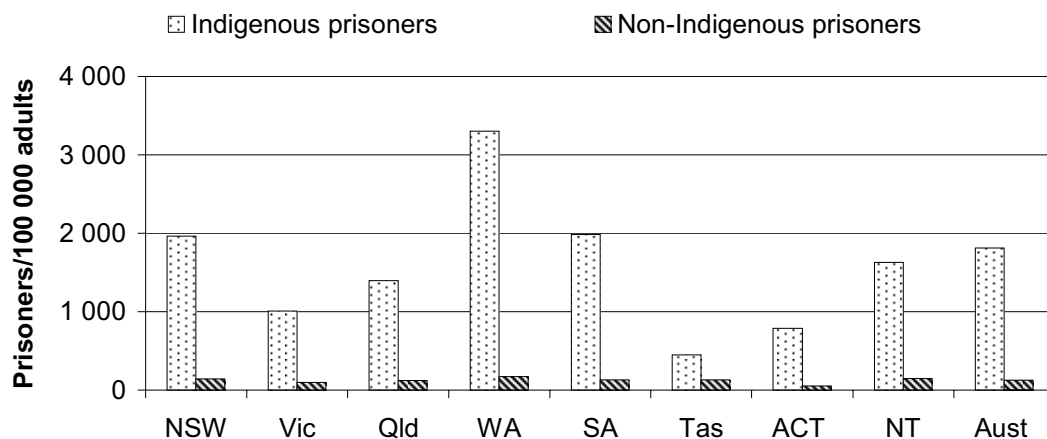
^a Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates. ^b Excludes prisoners whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2009 (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 2009-10 was 1811.1 compared with a corresponding rate of 127.1 for non-Indigenous prisoners (figure 8.4). This represents a ratio of 14.3, compared with a ratio of 18.8 for the crude imprisonment rate.

Figure 8.4 Indigenous and non-Indigenous age standardised imprisonment rates, 2009-10^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, 2009 (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, 71.7 per cent of all prisoners were non-Indigenous in 2009-10 (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.

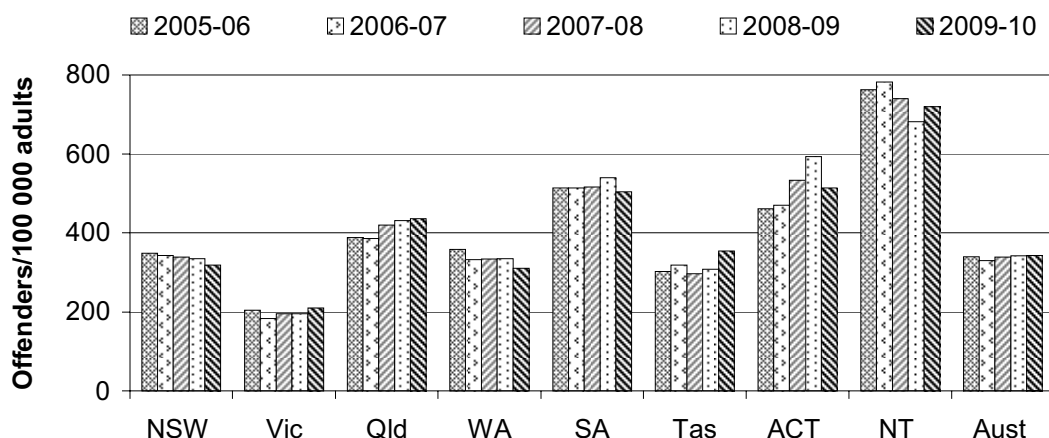
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2009-10. In most states and territories, fine default orders are administered by community corrections. Corrective services are also involved in the supervision of unsentenced offenders in most jurisdictions, but the nature of this involvement varies (table 8A.24).

Nationally, an average of 57 518 offenders per day were serving community corrections orders in 2009-10 — an increase of 1.0 per cent from the previous year (table 8A.3). This daily average comprised 46 961 males (81.6 per cent), 10 483 females (18.2 per cent) and 73 offenders whose gender was not reported. The daily average comprised 10 853 Indigenous offenders (18.9 per cent of the total community correction population), 44 035 non-Indigenous offenders (76.6 per cent) and 2630 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 335.9 per 100 000 adults in 2009-10 compared to 341.8 in 2008-09 (figure 8.5).

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



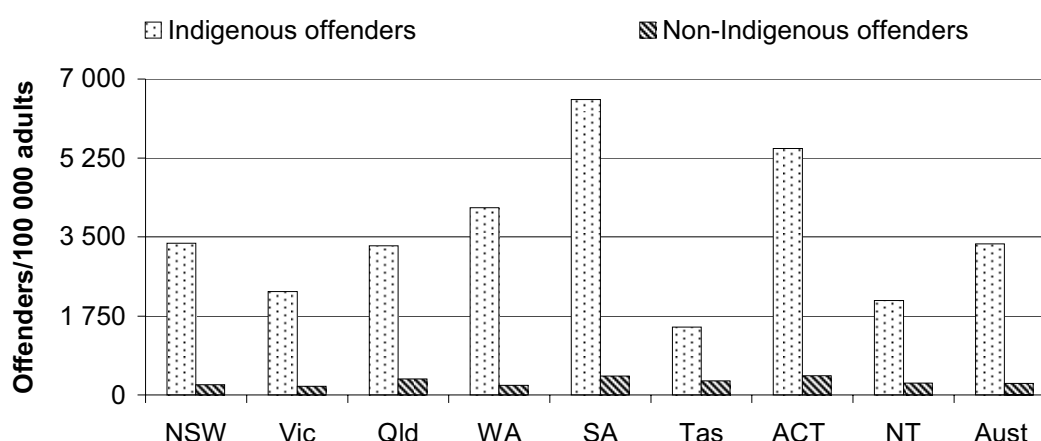
^a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates.

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 120.8 per 100 000 adult females, compared with the corresponding rate of 555.8 for adult males in 2009-10 (table 8A.4). The national rate for Indigenous offenders in 2009-10 was 3345.3 per 100 000 Indigenous adults compared with 262.1 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, 2009-10^{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, 2009, 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 2011 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.

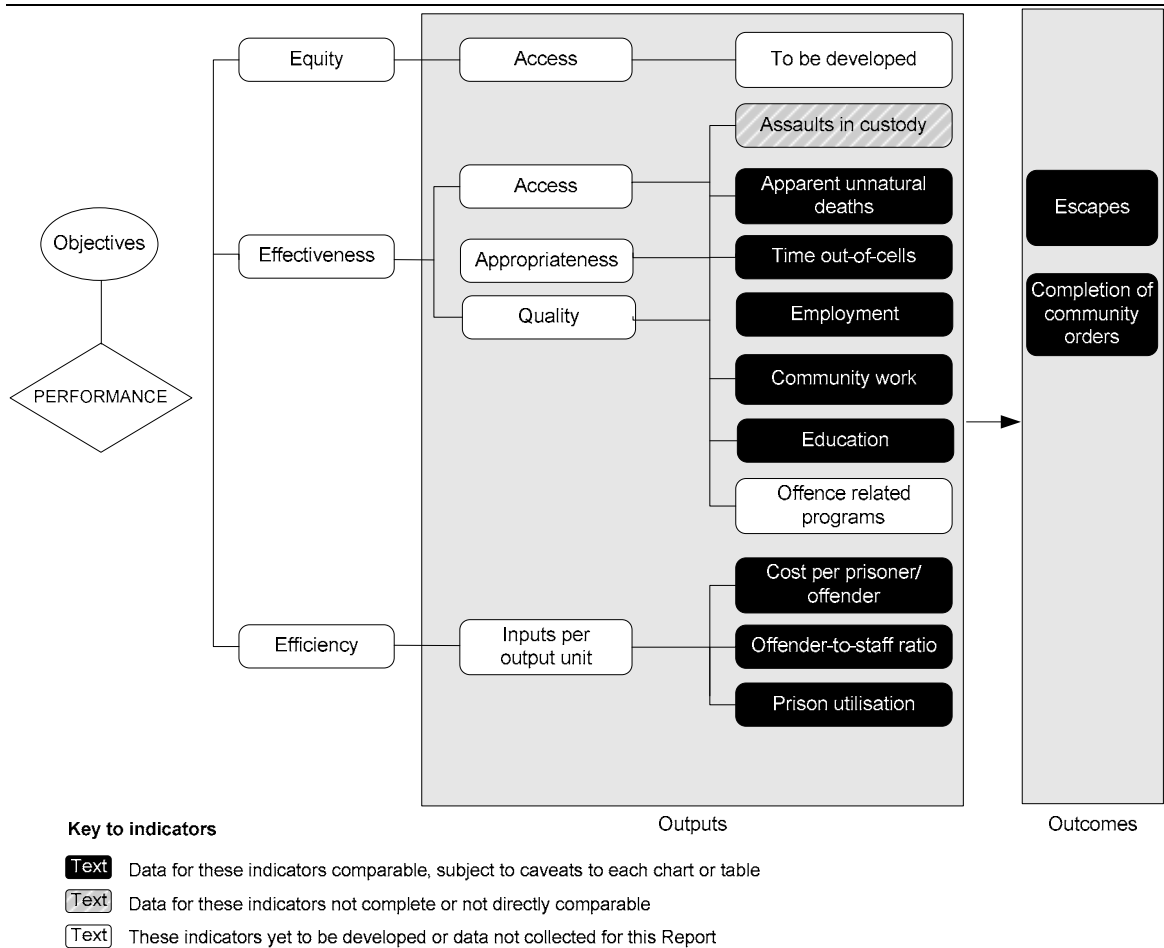
Definitions and counting rules were refined during 2010 as part of the continuing effort to improve comparability of indicators across jurisdictions. Data for previous years have been updated, where possible, in accordance with any revisions made to counting rules and definitions. As a result, this Report 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.

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.

Data quality information for this indicator is under development.

Nationally in 2009-10, the rate of prisoner on prisoner assaults was 9.1 per 100 prisoners and the rate of prisoner on prisoner serious assaults was 0.5. Prisoner on officer rates were 0.6 per 100 prisoners for assaults and 0.03 for serious assaults (table 8A.14). Assault rates by jurisdiction for prisoners and periodic detainees are reported in table 8A.14. The ACT did not report on this indicator in 2009-10.

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.

Data quality information for this indicator is under development.

Nationally, the rate of deaths from apparent unnatural causes for all prisoners was 0.05 per 100 prisoners in 2009-10 (table 8A.15). Table 8.1 presents data on number and rates of death from apparent unnatural causes in 2009-10, for Indigenous and non-Indigenous prisoners.

Table 8.1 **Rate and number of prisoner deaths from apparent unnatural causes, by Indigenous status, 2009-10**

	<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	0.04	–	–	–	–	–	–	0.11	0.03
Non-Indigenous	0.07	0.10	0.10	–	–	–	–	–	0.06
Number of deaths									
Indigenous	1	–	–	–	–	–	–	1	2
Non-Indigenous	5	4	4	–	–	–	–	–	13

– 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 continued to show the relatively low levels reported for past years in the five-year trend series for both Indigenous prisoners at 0.03 per 100 Indigenous prisoners in 2009-10 and 0.06 for non-Indigenous prisoners (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									
2005-06	–	–	–	–	–	–	–	–	–
2006-07	0.10	–	–	0.07	–	–	–	–	0.05
2007-08	–	–	–	–	–	–	–	–	–
2008-09	0.05	–	–	–	–	–	–	–	0.01
2009-10	0.04	–	–	–	–	–	–	0.11	0.03
Non-Indigenous									
2005-06	0.07	0.03	–	0.10	0.16	–	–	–	0.05
2006-07	0.08	–	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
2009-10	0.07	0.10	0.10	–	–	–	–	–	0.06

^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 periodic detainees in 2009-10 (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 cells or units.

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 or units 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.

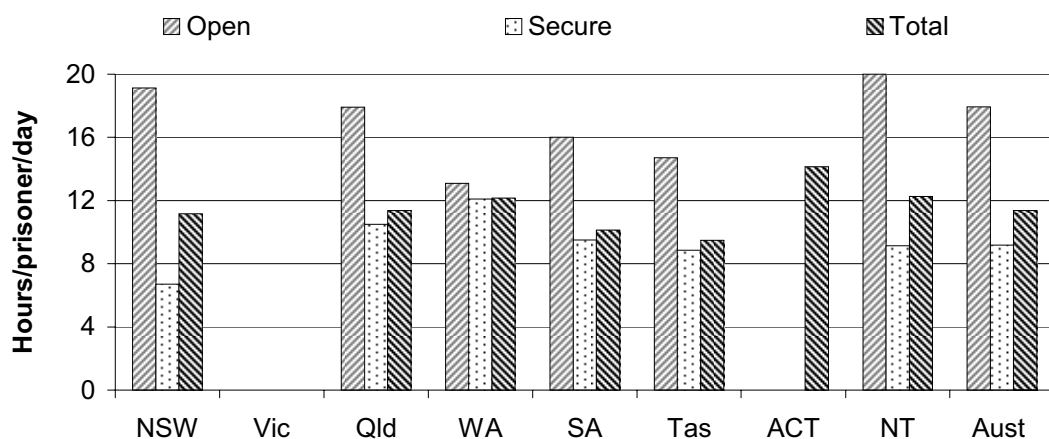
Prison systems with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community are more likely to report relatively lower time out-of-cells.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, the average number of hours of time out-of-cells per prisoner per day was 11.4 (figure 8.8). Average time out-of-cells was higher for prisoners in open custody than those held in secure custody (17.9 compared with 9.2 hours per prisoner per day, respectively).

Figure 8.8 Time out-of-cells (average hours per day), by security level, 2009-10^a



^a Victoria did not report on this indicator in 2009-10.

.. Not applicable.

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.

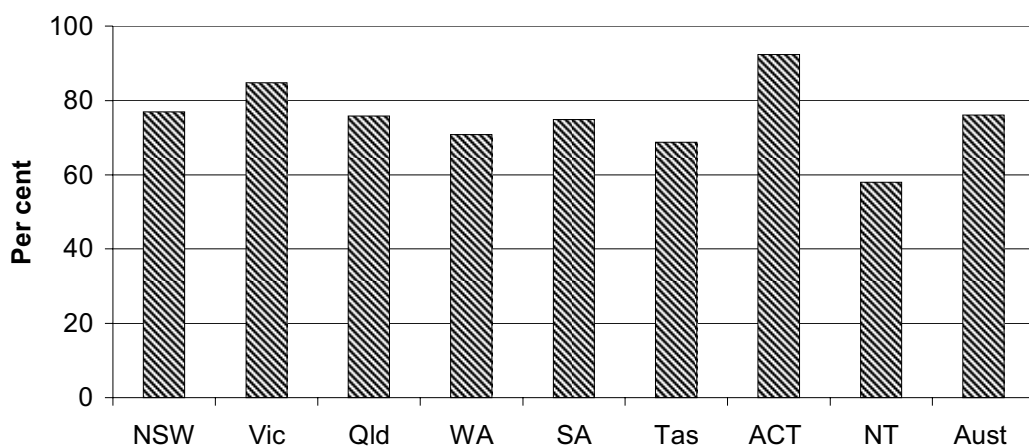
This indicator needs to be interpreted with caution because of factors outside the control of corrective services, such as local economic conditions, which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, 76.1 per cent of the eligible prisoner population was employed (figure 8.9). Most prisoners were employed in service industries (45.7 per cent) or in commercial industries (29.8 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, 2009-10



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 quality information for this indicator is under development.

Data on community work are provided in table 8A.20. NSW, Tasmania and the NT did not report on this indicator in 2009-10 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.7 and 3.5 (that is, for every hour worked in the year, between 1.7 and 3.5 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.

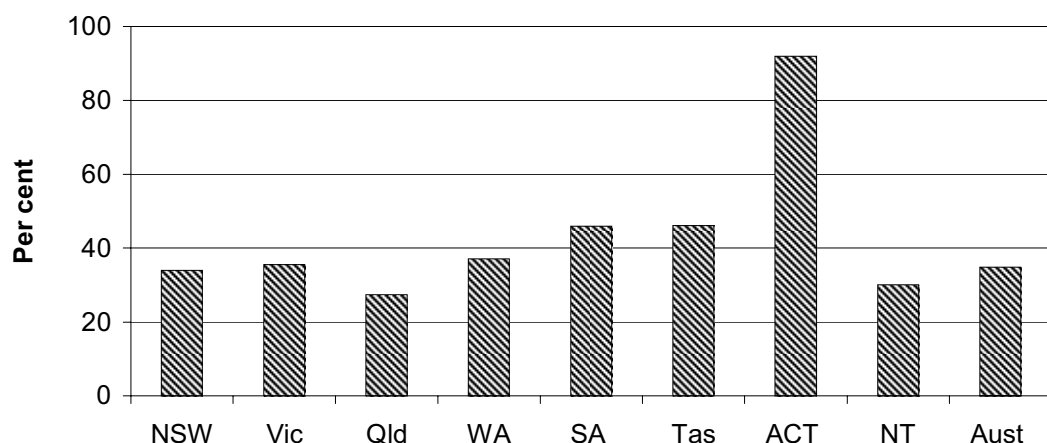
A high or increasing education participation rate of prisoners indicates better performance. The rates reported for this indicator need to be interpreted with caution as the indicator does not assess participation relative to individual prisoner needs, or measure successful completion of education programs.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally in 2009-10, 34.8 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 (26.7 per cent). Nationally, 6.0 per cent of eligible prisoners took part in secondary school education, 3.5 per cent in pre-certificate Level 1 courses, and 1.7 per cent in higher education (table 8A.21).

Figure 8.10 Percentage of prisoners enrolled in education and training, 2009-10



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

A case study of an innovation in prisoner education is outlined in Box 8.10.

Box 8.10 Risdon LINC: innovative prison education and library services

Around Tasmania, Learning and Information Network Centres (LINC)s are 'one-stop shops' that bring together a number of government and community services such as the State Library, online access centres, education providers and Service Tasmania.

In 2008, Risdon LINC was established within the Ron Barwick Minimum Security Prison by the Tasmania Prison Service, in partnership with the State Library and the Department of Education. It is an innovative service, providing a subset of LINC functions to support inmates' education. It also allows inmates to use technology and access services in a similar setting to that which they may encounter post-release.

Educational materials for selected courses are provided on an intranet site, while a secure link allows communication with selected teachers at the Tasmanian Polytechnic and senior secondary colleges. Inmates can download course materials, upload assignments and exchange messages with their teachers. Teachers are given training prior to being cleared to participate in the scheme, and messages are logged and subject to monitoring processes.

Additionally, the prison library has been incorporated into the State Library of Tasmania, and inmate librarians are able to use the State Library catalogue.

Risdon LINC has been extended to the Mary Hutchinson Women's Prison and the medium and maximum security precincts of the Risdon Prison Complex, making the service accessible to about 80 per cent of Tasmania's prisoners.

Source: Department of Justice, Tasmania.

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 8.11).

Box 8.11 Offence related programs

Offence related programs are yet to be defined.

Data for this indicator were not available for the 2011 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 8.12).

Box 8.12 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.

Data quality information for this indicator is under development.

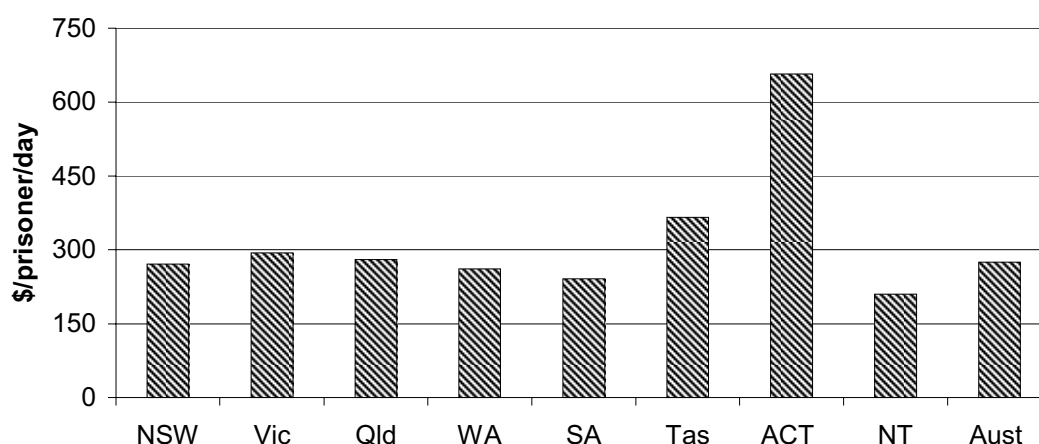
The capital costs included in this section are the user cost of capital, depreciation, and debt servicing fees. The user cost of capital is the cost of the funds tied up in

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 2009-10, the total cost per prisoner per day, comprising net operating expenditure, depreciation, debt servicing fees and user cost of capital, was \$275 (figure 8.11).

Figure 8.11 Total cost per prisoner per day, 2009-10^a

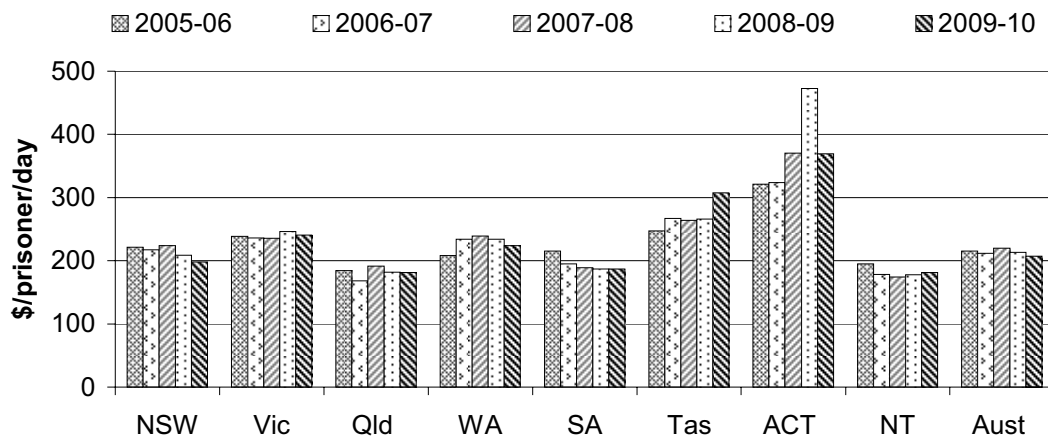


^a Total cost per prisoner per day is the combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax. Capital costs include the user cost of capital (including land), depreciation and debt servicing fees where applicable. Total cost excludes 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 \$215 nationally in 2005-06 compared with \$207 in 2009-10 (figure 8.12).

Figure 8.12 Real net operating expenditure per prisoner per day (2009-10 dollars)^{a, b}

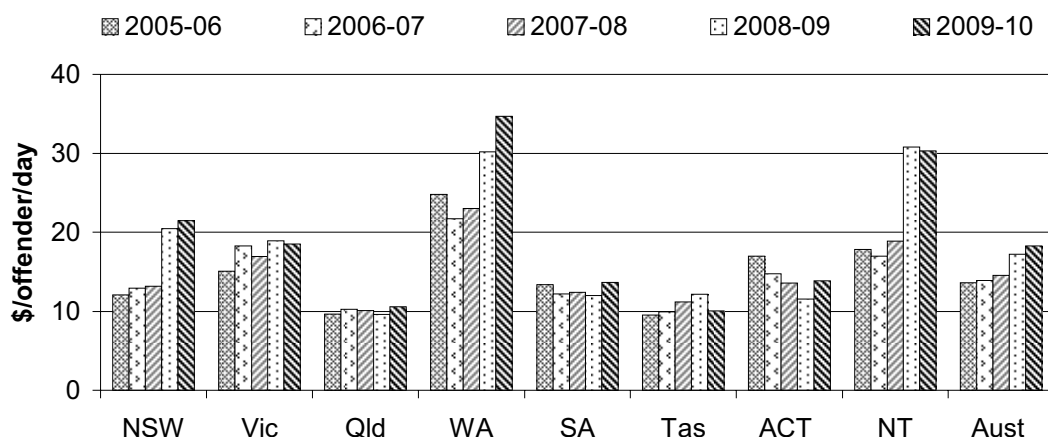


^a Based on operating expenditure on prisons, net of operating revenues, and excluding payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. ^b Real expenditure based on the ABS gross domestic product price deflator (2009-10 = 100) (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 2005-06 to \$18 in 2009-10 (figure 8.13).

Figure 8.13 Real net operating expenditure per offender per day (2009-10 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 (2009-10 = 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 8.13).

Box 8.13 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.

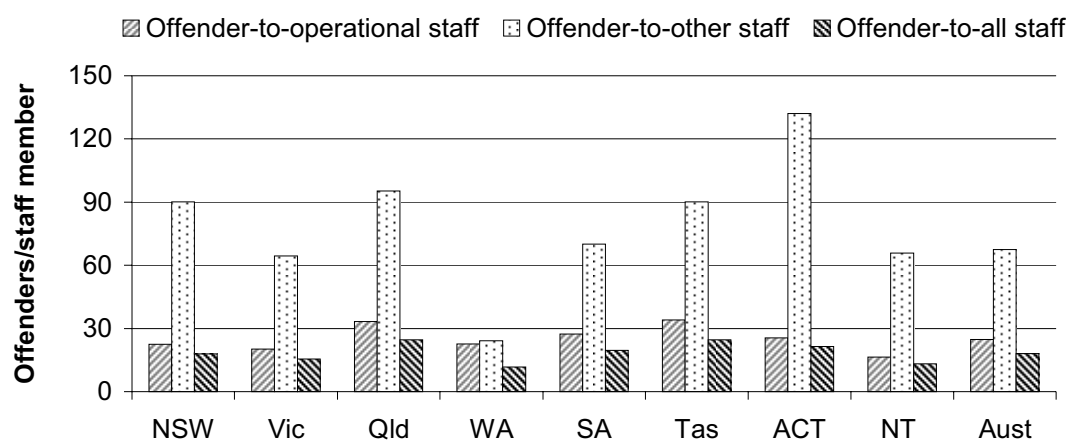
Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A low or decreasing ratio can, for example, represent more intensive levels of supervision and program provision, commensurate with the risk and offence-related needs 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.

Data quality information for this indicator is under development.

Nationally, on a daily average basis, there were 18 offenders for every one (full-time equivalent) community corrections staff member in 2009-10 (figure 8.14). The ratio was 25 offenders per operational staff member and 67 offenders per other staff member (table 8A.22).

Figure 8.14 **Community corrections offender-to-staff ratios, 2009-10**



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 8.14).

Box 8.14 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.

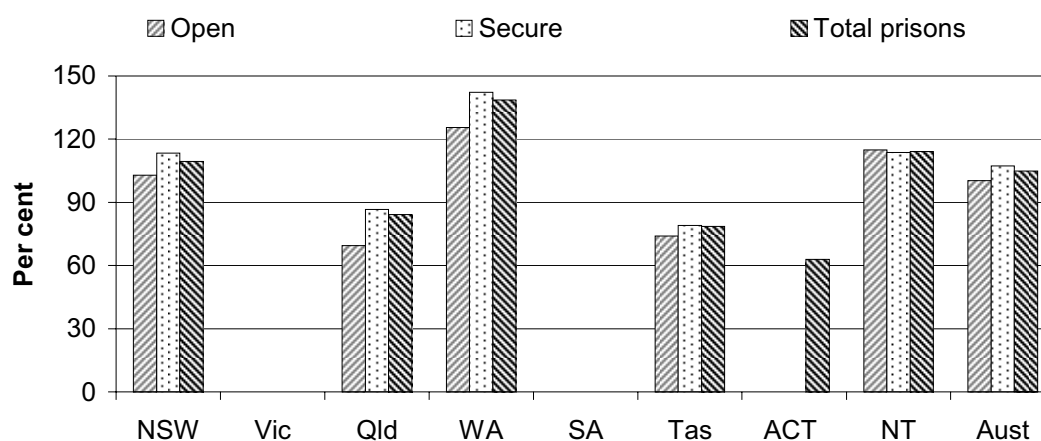
Efficiency indicators are difficult to interpret in isolation and need to be considered in conjunction with effectiveness indicators. A high utilisation percentage, for example, can impact adversely on effectiveness indicators such as ‘assaults’.

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, prison utilisation was 105 per cent of prison design capacity in 2009-10. The figure for open prisons was 100 per cent and 107 per cent for secure facilities (figure 8.15).

Figure 8.15 Prison design capacity utilisation, 2009-10^{a, b}



^a Victoria and SA did not report on this indicator in 2009-10. ^b ACT open/secure breakdown are not applicable to the ACT as the Alexander Maconochie Centre was deemed to be a secure facility during the reporting period.

.. Not applicable.

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 8.15).

Box 8.15 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.

Data quality information for this indicator is under development.

Table 8.3 presents data on number and rates of escapes in 2009-10. Nationally, the rate of escapes from open custody was 0.30 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, 2009-10^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>
Escapes/100 prisoners									
Open custody	0.06	0.63	1.50	0.11	–	–	..	0.92	0.30
Secure custody	0.01	–	–	–	0.17	–	–	0.13	0.02
Number of escapes									
Open custody	2	3	10	1	–	–	..	3	19
Secure custody	1	–	–	–	3	–	–	1	5

^a Open custody escapes are not applicable to the ACT as the Alexander Maconochie Centre was deemed to be a secure facility during the reporting period.

.. Not applicable. – 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 periodic detainees in 2009-10 (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 8.16).

Box 8.16 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.

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.

Data quality information for this indicator is under development.

In 2009-10, 72 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (79 per cent), followed by supervision orders at 75 per cent and reparation orders at 67 per cent (figure 8.16).

Figure 8.16 **Completion of community corrections orders, by type of order, 2009-10^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 also continue in further improving the direct comparability of financial indicators, with a particular focus on the treatment of expenditure on prisoner health services. This will take into account outcomes of a comprehensive survey currently being conducted into the differences between jurisdictions in service delivery arrangements and budget responsibility for the range of health-related services provided to prisoners.

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.

The Prisoner Health Information Group led by the AIHW has been developing a set of indicators and data collection to monitor prisoner health and their access to services over time. In 2010, the AIHW released a report *The health of Australia's prisoners 2009* which presented information on the health of prisoners at the time of entry to prisons, their use of health services while in prison and some information

on the prison environment. Although the report is currently national in scope, AIHW expect jurisdictional data will be available in subsequent reports.

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

“

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. In 2009-10 this number had risen to 10 352, an increase of 62.8 per cent. Increases have also occurred in the daily average community corrections offender population. In 1997-98, the daily average community corrections offender population was 14 199. In 2009-10 this number was 17 683 an increase of 24.5 per cent in twelve 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 2009-10 Corrective Services NSW (CSNSW) maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and low rates for escapes and prisoner on prisoner serious assaults. Furthermore, in the past four years there have been no serious assaults on officers.

CSNSW has continued to record a high percentage of secondary school sector course offender enrolments of 13.1 per cent. This is more than double the national average of 6 per cent. Overall, 34 per cent of all NSW prisoners are enrolled in an education course. NSW has maintained these encouraging education indicators over the past five years.

The rate of successful completions of community based orders remained high at 81.3 per cent in 2009-10, with NSW continuing to perform above the national average. The Community Compliance Group (CCG) continues to supervise high-risk offenders in the community. The CCG has expanded its operation to 10 locations across NSW.

On 6 August 2009, NSW officially opened the Balund-a diversionary community program. Balund-a is an innovative program designed to divert young Aboriginal offenders from custody. The program requires young offenders to rebuild their community and family relationships while addressing their offending behaviour. They are also given a chance to reconnect with their cultural heritage under the guidance of Elders from the Bundjalung Nation.

In 2009-10, Corrective Services NSW has been successful in reducing its net operating expenditure by over \$12 million. This has reduced the cost per prisoner per day to \$197.99 in 2009-10, a decrease of \$7.95 over the previous year. This is a substantial achievement for CSNSW in light of the continuing increase in the prisoner population while maintaining and improving the high standards of security and service delivery to offenders under its management. The introduction of casual Correctional Officers and improvements to centralised rostering system and correctional centre management plans have contributed to a decrease in overtime staffing costs.

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Victorian Government comments

“ 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 2009-10 include a fall in the recidivism rate (the rate of return to prison within two years of release) for the eighth consecutive year, the achievement of the second 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 4492 prisoners in 2009-10, an increase of 4.5 per cent from the 2008-09 daily average of 4299.

Developments during 2009-10 included:

- New residential facility for serious sex offenders opened in early 2010. Programs have also been developed to better identify and support offenders, thus reducing the risk of their re-offending. New legislation was introduced 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
- Demand management strategy to offset projected growth in prisoner numbers. This included a range of initiatives to divert offenders and reduce re-offending. Some 231 additional beds were installed at various prisons across Victoria. 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 2010-11 Budget for an additional 102 women's prison system beds
- Preparations for the state-wide expansion of the Home Detention Program from 1 January 2011
- Launch of the Corrections Victoria Disability Framework 2010-2012
- Ongoing delivery of Better Pathways initiatives for women prisoners and offenders, including securing funding for another four years
- Implementation of the Corrections Victoria-supported housing program, with 65 new housing placements being made available to assist in prisoner transition
- Successful piloting of the Alcohol Driven Aggression Psychoeducational Treatment (ADAPT) Program
- Commencement of the Skills Reform project, in collaboration with Skills Victoria, which will see substantial improvement in the vocational education and training delivered to prisoners

New five year contract 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, commenced.

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Queensland Government comments

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Queensland Corrective Services (QCS) is committed to breaking the cycle of re-offending, effectively and consistently enforcing the orders of the courts and enhancing community safety and public confidence in our services.

The 2011 report shows that Queensland's daily average prison population of 5 631 remained stable in comparison to the daily average of 5 629 reported in the prior reporting period. Queensland's rate of imprisonment declined in 2009-10 to a rate of 163.1 per 100 000 adults compared to 168 in 2008-09.

Additionally Queensland has had no escapes from a secure custody prison since 1998, no deaths by apparent unnatural causes of an Indigenous prisoner since 2003-04, and a continued downward trend in prisoner on prisoner assaults.

The 2011 report also shows a change to the rates of return to prison and corrective services for prisoners released in 2007-08, with Queensland recording below the national average for both indicators.

The year saw continued growth in the adult offender population under community supervision. In 2009-10 the average community corrections offender population was 15 054, compared with 12 024 in 2005-06 — a growth of 25 per cent in five years. The 2009-10 reporting period shows a 2.5 per cent increase in supervision orders (including court-ordered parole), reflecting the judiciary's continuing confidence in QCS' supervision of offenders in the community.

Queensland's successful completion rate of 66.1 per cent in 2009-10 is indicative that our Probation and Parole service continues to ensure a high level of supervision and surveillance of offenders, instilling public confidence in our ability to safely manage community based offenders while being able to provide the second most efficient cost per offender per day of \$10.59, well below the national average.

The number of Aboriginal and Torres Strait Islander offenders on community based orders grew by 9.5 per cent over the previous reporting period. This is evidence of the success of QCS' strategy to expand community supervision in regional and remote communities and provide courts with appropriate alternatives to incarceration in those communities. QCS is committed to closing the gap on Aboriginal and Torres Strait Islander involvement in the criminal justice system.

QCS ensured the continued rollout of appropriate intervention programs for sexual offenders and expanded its transitional support for prisoners through the National Partnership Agreement on Homelessness with Australian Government funding of \$6 million over four years from 2009-10.

In 2009-10 substantial progress occurred in the development of QCS' framework for reform *Delivering Justice — Improving Corrections* and our *Social Responsibility Charter* setting out the commitment to rehabilitating offenders to become productive citizens who can participate in society within the law.

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Western Australian Government comments

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In 2009-10, the State's adult prisoner population increased by 8 per cent. Growth in the State's adult Aboriginal prisoner population was 4.2 per cent, while the non-Aboriginal population increased 10.7 per cent. The drivers behind the growth in the WA prisoner population were:

- an increase in the number of prisoners who had their parole denied, cancelled or suspended, leading to increases in the sentenced prisoner population cohort
- a significant increase in the number of offenders incarcerated by the higher courts
- an increase in the number of individuals in custody on remand as the courts now appear less willing to grant bail for violent offenders
- an increase of 118 days in the average minimum sentence length meaning that prisoners are now staying in custody longer.

Despite greater prisoner numbers, the number of unlawful absences reduced to four compared with 11 in 2008-09.

During the year, every effort was made to use the skills and experiences of staff and offenders to meet the growing needs of the Department. This has resulted in a range of work practices, including food production, clothing production, manufacturing, construction and caring for the environment that provide many services to the Department and the community. This work has benefitted communities throughout the State and has resulted in substantial savings for the Department and the taxpayer. In 2009-10 approximately 92 prisoners and 28 officers worked on numerous projects and delivered more than 56 107 hours of community work. In addition, offenders on community work orders, performed 44 000 hours of work on community projects operating across the State from Derby to Albany. Prisoner enrolments in a range of courses from adult basic education to career and employment services and vocational training rose by almost 10 per cent this year. The Department's delivery of prison-based treatment programs has increased by more than 146 per cent since 2007-08 and there has been a 56 per cent increase in programs delivered in the community this year.

The Department completed an intensive construction program to expand operational capacity across the custodial system, adding 937 beds to accommodate rapid increases in the prisoner and detainee population. The construction program includes the design and build of the West Kimberley Regional Prison. This is the first prison of its kind in Australia to be specifically designed, constructed and operated to meet the unique cultural needs of Aboriginal people. The prison will house up to 150 male and female prisoners, in separate accommodation of varying security classifications. The local community is highly involved in providing expert cultural advice on the design of the prison in particular ensuring the layout and facilities fit with Aboriginal values and culture, as well as to help identify programs and services for the new prison.

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South Australian Government comments

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The 2009-10 financial year has seen a range of particularly important enhancements to services and further consolidation of existing initiatives.

It is particularly pleasing that in 2009-10 South Australia continues to have the lowest rate of prisoners returning to prison. There was a slight increase (1.4 per cent) in prisoner numbers during the year. The daily average prisoner number was 1963 with the highest number recorded as 2035 on 1 September 2009.

In 2009-10, South Australia recorded no deaths in custody from unnatural causes. The cost per prisoner per day and the cost per offender per day remain low and below the national average.

In relation to prisoner education, South Australia continues to perform well. During 2009-10, 45.9 per cent of eligible prisoners participated in accredited education and training courses whereas the national average was 34.8 per cent. A revised Education Services Delivery Model was implemented during the year that focuses resources on those prisoners with low literacy and numeracy.

A major departmental service improvement initiative is the 'Shaping Corrections' Program. Initiatives under this program span all areas of service delivery and corporate support and are aimed at achieving good, contemporary practice in prisoner and offender management, better integration across all areas of service delivery, and improved outcomes in public safety.

The department continues to enhance the quality of Offence Focussed Programs. During 2009-10 the 'Making Changes' program was introduced in prisons and community corrections. This is a quality general offending intervention program for medium and high risk offenders.

To meet the projected growth in prisoner numbers the Government allocated funds for new infrastructure at Port Lincoln, Mount Gambier and Port Augusta prisons. Construction of an expansion to Port Lincoln Prison commenced during the year. In addition, a \$44 million upgrade project of Yatala Labour Prison, the Adelaide Women's Prison and the Pre-Release Centre is scheduled for over the next 3 years.

During 2009-10, the South Australian Parliament approved a range of amendments to the Correctional Services Act. These amendments particularly strengthen the parole approval for prisoners convicted of violence offences who are serving sentences of less than five years. Previously these prisoners were subject to automatic parole arrangements.

In Community Corrections, work has continued on the development of enhanced service standards. Different tiers for offender management based on assessed risk have been developed and implemented. This work has laid solid foundations to improve the monitoring and management of offenders in the community with a strong focus on public protection.

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Tasmanian Government comments

“ Corrective Services in Tasmania are provided by the Department of Justice through Community Corrections and the Tasmania Prison Service.

The Department of Justice is currently developing a ten-year strategic plan for the Tasmanian corrections system, *Breaking the Cycle*. The plan will focus on reducing re-offending, improving collaboration between Corrective Services and our government and non-government partners, protecting the rights of individuals, and ensuring the safety of the Tasmanian community by providing a safe, secure, humane and effective correctional system.

In 2009-10 Tasmania experienced a decrease in prisoner numbers combined with an increase in the number of community-based offenders. The daily average prisoner population decreased from 522 inmates in 2008-09 to 489 in 2009-10, while the average number of Community Corrections offenders increased from 1,177 to 1,370 in the same time period. (There are also a number of offenders supervised under Court-Mandated Diversion for Drug Offenders (CMD), who in 2009-10 were not under the supervision of Corrective Services and hence are not counted here.)

In response to the increased demand, an additional \$1.1 million per annum has been provided to Community Corrections from 2010-11 onward to fund core activities in the areas of parole, probation, and community service orders, and an expansion of program delivery to offenders.

In 2009-10 Community Corrections continued to develop their state-wide policy and procedures manual for Probation Officers, developed and implemented an agency wide Quality Assurance program, and implemented the agency's first formal induction training program for new recruits. Additionally, the Sober Driver Program developed by NSW was introduced in 2009 and has been very well received by Magistrates, Probation Officers and participants.

There have been a number of emergency incidents in the prison system in 2009-10, including a serious assault on two correctional staff. A number of improvements to prison facilities have been made following these incidents.

Regarding the loss of traineeship incentive payments for prisoners in 2008-09, alternative arrangements have been made to allow the resumption of vocational training in some areas previously covered by traineeships and apprenticeships.

The Tasmania Prison Service hosts a number of innovative programs including Pups in Prison, Books on CD and Risdon LINC.

As shown in the Justice preface, Tasmania's rate of return to corrections is below the national average for three of the four subcategories reported. The drop in the rate of return of prisoners to prison has been particularly dramatic.

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Australian Capital Territory Government comments

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By the end of the 2009-10 reporting period, the ACT's new human rights compliant prison, the Alexander Maconochie Centre (AMC), had been operating for 15 months.

Notwithstanding the considerable pre-commissioning planning and preparation which ACT Corrective Services had undertaken, the initial period of operation of the ACT's first prison still provided for a great deal of learning for the ACT.

There was considerable media and political interest in the AMC and a small number of operational deficiencies received widespread coverage in the local press. The ACT Human Rights Commission and the Ombudsman also placed the facility and ACT Corrective Services under considerable scrutiny, as they are chartered and expected to do.

In April 2010, the Attorney General, the Hon Simon Corbell MLA, appointed the Queensland-based consultancy firm Knowledge Consulting to undertake an independent review of 12 months of operation of the AMC. ACT Corrective Services and ACT Health (which operates the Hume Health Centre inside the AMC) have provided detailed input to the review team, which has also consulted with agencies and community groups with an interest in the AMC. Knowledge Consulting will report to the ACT Government during 2010-11.

The details revealed in this year's ROGS also tell a story about the operation of both the AMC and ACT Corrective Services more generally during 2009-10. Despite the potential disruption that the opening of a new prison can cause, during 2009-10 there were no unnatural deaths in custody, no prison riots and no escapes.

The rehabilitation focus of the AMC was confirmed by the very high figures recorded in the ACT in regard to prisoner employment and education enrolment. The ACT also recorded the highest average time out of cells figure in the nation.

It is the case that these good outcomes come at a cost, and the ACT again recorded the highest costs per prisoner per day. However, as was expected, the real net cost per prisoner per day dropped significantly from the previous year as the AMC reached and then exceeded forecast prisoner numbers during 2009-10.

The ACT's Community-based Corrections arm continued to deliver quality services and did so as one of the most cost-efficient operations in the country.

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Northern Territory Government comments

“ 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 five per cent, from a daily average of 1030 in 2008-09, to 1081 in 2009-10. The NT has seen an increase in the prison population of 37 per cent over the past five years, with the daily average population being 791 in 2005-06 and 1081 in 2009-10. Increasing prisoner numbers has had an impact on service provision in areas such as employment and education as well as the existing infrastructure.

The NT Community Corrections offender population increased by nine per cent, from a daily average of 1085 in 2008-09 to 1185 in 2009-10.

In response to the rising prisoner numbers, the NT Government announced in September 2010 details of its new era in corrections framework for the future of offender management. The five-point package aims to reduce the Northern Territory's imprisonment rates by placing a stronger emphasis on reparation, rehabilitation, education, training and reintegration. The package will include:

- New sentencing options – Community Custody Orders and Community Based Orders will give courts the power to order offenders into rehabilitation, education and training, and work programs as an alternative to prison.
- Increased accommodation and rehabilitation beds — 45 additional beds will be delivered to provide alcohol and drug treatment and other rehabilitation programs.
- Enhanced monitoring and surveillance.
- Increased community based reintegration measures — the Elders visiting program will be expanded and a post release support program established.
- Enhanced custodial options focusing on ensuring all prisoners have access to meaningful education, training, work and rehabilitation activities including:
 - a new purpose built precinct in Darwin featuring 800 bed multiclassification correctional centre to replace the existing Darwin prison and a 36 bed secure mental health and behavioural management facility, a new 170 bed male work camp and prison farm to be established in Katherine, and a new 50 bed male work camp in Tennant Creek to commence operations in the first quarter 2011.

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.”

8.6 Definitions of key terms and indicators

24-hour court cell

A place of detention located in a court and/or police complex that is administered by corrective services, and may accommodate sentenced or unsentenced prisoners.

Assault

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:

- 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:
 - 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 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.

Apparent unnatural death

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

- who is in prison custody
- whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody
- who dies or is fatally injured in the process of prison officers attempting to detain that person
- who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody
- there is sufficient evidence to suggest, subject to a Coroner's finding, that the most likely cause of death is homicide, suicide, an accidental cause or a drug overdose.

The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.

Average number of hours ordered per offender

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.

Average number of hours worked per offender

The number of actual hours worked per offender with a work order in the counting period.

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 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	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"> • those in centres where education programs are not provided as a matter of policy or where education programs are not available (for example, 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).

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).
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>
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 is by self-disclosure.</p>
Net operating expenditure per prisoner/offender	<p>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 2/7th basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.</p>
Number of correctional facilities	<p>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 transition centres and 24-hour court cell complexes administered by corrective services.</p>
Offence-related programs	<p>A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.</p>
Offender	<p>An adult person subject to a current community-based corrections order (including bail supervision by corrective services).</p>
Offender-to-staff ratio	<p>The level of staff supervision based on the number of staff employed and the average number of offenders.</p>
Open custody	<p>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.</p>

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 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 an order that limits the person's liberty to their place of residence unless authorised by corrective services to be absent for a specific purpose, for example, Home Detention Orders.
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.
Transition Centres	Transition Centres are residential facilities administered by corrective services where prisoners are prepared for release towards the end of their sentences.
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.

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 Review website (www.pc.gov.au/gsp). Users without access to the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

Preamble	Corrective services
Table 8A.1	Average daily prisoner population
Table 8A.2	Correctional custodial facilities, at 30 June 2010 (number)
Table 8A.3	Average daily community corrections offender population
Table 8A.4	Imprisonment, periodic detention and community corrections rates, by sex and Indigenous status (per 100 000 adults)
Table 8A.5	Imprisonment, periodic detention and community corrections rates, by year (per 100 000 adults)
Table 8A.6	Total recurrent expenditure on prisons and community corrections, 2009-10
Table 8A.7	Net recurrent expenditure, per prisoner and offender, 2009-10
Table 8A.8	Real net operating expenditure on prisons (2009-10 \$'000)
Table 8A.9	Real net operating expenditure, per prisoner per day (2009-10 dollars)
Table 8A.10	Real net operating expenditure on community corrections (2009-10 \$'000)
Table 8A.11	Real net operating expenditure, per offender per day (2009-10 dollars)
Table 8A.12	Real net operating expenditure on prisons and community corrections plus depreciation (2009-10 \$'000)
Table 8A.13	Real net operating expenditure on prisons and community corrections plus depreciation, per head of population per year (2009-10 dollars)
Table 8A.14	Assaults in custody, 2009-10 (per 100 prisoners/detainees)
Table 8A.15	Deaths from apparent unnatural causes, by Indigenous status, 2009-10 (per 100 prisoners/detainees)
Table 8A.16	Deaths from apparent unnatural causes, by year and Indigenous status (per 100 prisoners)
Table 8A.17	Escapes, 2009-10 (per 100 prisoners/detainees)
Table 8A.18	Time out-of-cells, 2009-10 (average hours per day)
Table 8A.19	Completion of community corrections orders, by type of order, 2009-10 (per cent)
Table 8A.20	Prisoner/detainee employment and offender community work, 2009-10 (per cent)
Table 8A.21	Prisoner education and training, 2009-10 (per cent)

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- Table 8A.22** Community corrections offender-to-staff ratios, 2009-10
Table 8A.23 Prison/detention centre design capacity utilisation, 2009-10 (per cent)
Table 8A.24 Categorisation of correctional sanctions (operating during 2009-10)

Single Jurisdiction Data — NSW

- Table 8A.25** Descriptors, prisons
Table 8A.26 Effectiveness, prisons
Table 8A.27 Descriptors, periodic detention
Table 8A.28 Effectiveness, periodic detention
Table 8A.29 Efficiency, prisons and periodic detention
Table 8A.30 Descriptors, community corrections
Table 8A.31 Effectiveness, community corrections
Table 8A.32 Efficiency, community corrections

Single jurisdiction data — Vic

- Table 8A.33** Descriptors, prisons
Table 8A.34 Effectiveness, prisons
Table 8A.35 Efficiency, prisons
Table 8A.36 Descriptors, community corrections
Table 8A.37 Effectiveness, community corrections
Table 8A.38 Efficiency, community corrections

Single jurisdiction data — Qld

- Table 8A.39** Descriptors, prisons
Table 8A.40 Effectiveness, prisons
Table 8A.41 Efficiency, prisons
Table 8A.42 Descriptors, community corrections
Table 8A.43 Effectiveness, community corrections
Table 8A.44 Efficiency, community corrections

Single jurisdiction data — WA

- Table 8A.45** Descriptors, prisons
Table 8A.46 Effectiveness, prisons
Table 8A.47 Efficiency, prisons
Table 8A.48 Descriptors, community corrections
Table 8A.49 Effectiveness, community corrections
Table 8A.50 Efficiency, community corrections

Single jurisdiction data — SA

- Table 8A.51** Descriptors, prisons
Table 8A.52 Effectiveness, prisons
Table 8A.53 Efficiency, prisons

-
- Table 8A.54** Descriptors, community corrections
 - Table 8A.55** Effectiveness, community corrections
 - Table 8A.56** Efficiency, community corrections

Single jurisdiction data — Tas

- Table 8A.57** Descriptors, prisons
- Table 8A.58** Effectiveness, prisons
- Table 8A.59** Efficiency, prisons
- Table 8A.60** Descriptors, community corrections
- Table 8A.61** Effectiveness, community corrections
- Table 8A.62** Efficiency, community corrections

Single jurisdiction data — ACT

- Table 8A.63** Descriptors, prisons
- Table 8A.64** Effectiveness, prisons
- Table 8A.65** Descriptors, periodic detention
- Table 8A.66** Effectiveness, periodic detention
- Table 8A.67** Efficiency, prison and periodic detention
- Table 8A.68** Descriptors, community corrections
- Table 8A.69** Effectiveness, community corrections
- Table 8A.70** Efficiency, community corrections

Single jurisdiction data — NT

- Table 8A.71** Descriptors, prisons
- Table 8A.72** Effectiveness, prisons
- Table 8A.73** Efficiency, prisons
- Table 8A.74** Descriptors, community corrections
- Table 8A.75** Effectiveness, community corrections
- Table 8A.76** Efficiency, community corrections