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## 8 Corrective services interpretative material

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The Corrective services interpretative material is supporting material and includes explanations of why indicators have been chosen, and wherever possible, a link to the stated objectives of the service. It includes indicator definitions, technical details defining how the indicator is measured and guidance on how the indicator is to be interpreted, including caveats and the indicator's completeness and comparability status.

Further information on the Report on Government Services including other reported service areas, the glossary and list of abbreviations is available at [https://www.pc.gov.au/research/ongoing/report on government services](https://www.pc.gov.au/research/ongoing/report%20on%20government%20services).

## **8.1 Context**

Information on sanctions administered by corrective services is provided in table 8.1.

Table 8.1 Sanctions administered by corrective services during 2018-19 (a)

	NSW	VIC	Qld	WA	SA	Tas	ACT	NT
<b>Community corrections</b>								
Supervised bail	✓			✓	✓	✓	✓	✓
Conditionally deferred or suspended conviction/sentence	✓			✓		✓		
Fine option/conversion order	✓	✓	✓	✓	✓	✓		
Community service order	✓	✓	✓	✓	✓	✓	✓	✓
Probation, community based order, Supervised good behaviour bond	✓	✓	✓	✓	✓	✓	✓	✓
Supervised suspended sentence (b)	✓			✓	✓	✓		✓
Intensive corrections/intensive supervision order	✓		✓	✓			✓	✓
Home detention order (c) (d)	✓			✓	✓	✓		✓
Post-prison order e.g. parole, release on licence	✓	✓	✓	✓	✓	✓	✓	✓
Post-sentence supervision order	✓	✓	✓	✓	✓			✓
<b>Prison custody</b>								
Remand (unconvicted or unsentenced)	✓	✓	✓	✓	✓	✓	✓	✓
Periodic detention (e)								
Imprisonment	✓	✓	✓	✓	✓	✓	✓	✓
Transition/re-entry order				✓				
Post-sentence detention order	✓	✓	✓	✓	✓	✓		✓

<sup>a</sup> This table relates to whether there are offenders or prisoners being managed by corrective services in accordance with the requirements of the particular sanction at 30 June of the reporting period. It may therefore show as applicable a sanction that is no longer in force as a sentencing option for the jurisdiction at that time because there are still offenders/prisoners within the corrective service population that have not yet completed an order handed down by the court before that type of sanction was removed as an option for courts to use. <sup>b</sup> NSW is no longer administering new supervised suspended sentences although there are still a number of offenders currently being supervised under this sanction. <sup>c</sup> Includes home detention as a condition of bail where supervised by corrective services. <sup>d</sup> In Tasmania, legislation allowing sentencing to Home Detention Orders was proclaimed in December 2018. The first such orders commenced in March 2019. <sup>e</sup> Periodic detention was abolished as a sentencing option in NSW in October 2010 and in the ACT at 30 June 2016.

Source: State and Territory governments (unpublished).

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## 8.2 Indicators

Different service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems.

The comparability of performance indicator results are shaded in indicator interpretation boxes, figures and data tables as follows:

- Data are comparable (subject to caveats) across jurisdictions and over time.
- Data are either not comparable (subject to caveats) within jurisdictions over time or are not comparable across jurisdictions or both.

The completeness of performance indicator results are shaded in indicator interpretation boxes, figures and data tables as follows:

- Data are complete (subject to caveats) for the current reporting period. All required data are available for all jurisdictions.
- Data are incomplete for the current reporting period. At least some data were not available.

## Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see section 1). Output information is also critical for equitable, efficient and effective management of government services.

## Equity

### Access — Prisoner employment by Indigenous status

‘Prisoner employment by Indigenous status’ is an indicator of governments’ objective to provide programs and services in an equitable manner (box 8.1).

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### Box 8.1 **Prisoner employment by Indigenous status**

‘Prisoner employment by Indigenous status’ is defined as the proportion of Aboriginal and Torres Strait Islander prisoners employed as a percentage of all Aboriginal and Torres Strait Islander prisoners eligible to work, compared with the percentage of employed non-Indigenous prisoners.

Prisoners who are eligible to work excludes those unable to participate in work programs because of full time education and/or training, ill health, age, relatively short period of imprisonment or other reason.

Similar proportions of employment for Aboriginal and Torres Strait Islander and non-Indigenous prisoners indicates equity of access to participate in work programs. These employment opportunities develop work skills and qualifications to assist in obtaining employment after release from custody.

This indicator should 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 measure are:

- comparable (subject to caveats) across jurisdictions and over time
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

## Effectiveness

### Appropriateness — Offence-related programs

‘Offence-related programs’ is an indicator of governments’ objective to provide programs and services 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 (box 8.2).

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### Box 8.2 **Offence-related programs**

‘Offence-related programs’ measures the delivery of programs to prisoners and offenders by corrective services that target specific factors related to their risk of reoffending.

Data are not yet available for reporting against this indicator.

### Appropriateness — Education and training

‘Education and training’ is an indicator of governments’ objective of providing programs and services that address the causes of offending, maximise the chances of successful

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reintegration into the community, and encourage offenders to adopt a law abiding way of life (box 8.3).

### **Box 8.3      Education and training**

‘Education and training’ 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). These data do not include participation in non-accredited education and training 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.

High or increasing education and training participation rates of prisoners are desirable. The rates reported for this indicator should be interpreted with caution as the indicator does not assess participation relative to individual prisoner needs, or measure successful program completion.

Data reported for this measure are:

- comparable (subject to caveats) across jurisdictions and over time
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

### **Appropriateness — Prisoner employment**

‘Prisoner employment’ is an indicator of governments’ objective of providing programs and services 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 (box 8.4).

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#### Box 8.4 **Prisoner employment**

'Prisoner employment' 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 and/or training, ill health, age, relatively short period of imprisonment or other reason).

High or increasing percentages of prisoners in employment are desirable, as addressing the limited vocational skills and poor employment history of some prisoners has been identified as a key contributor to decreasing the risk of reoffending.

This indicator should 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 measure are:

- comparable (subject to caveats) across jurisdictions and over time.
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

#### Appropriateness — Time out-of-cells

'Time out-of-cells' is an indicator of governments' objective of providing a safe, secure and humane custodial environment (box 8.5).

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#### Box 8.5 **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. 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 and training, wellbeing, recreation and treatment programs, the opportunity to receive visits, and interacting with other prisoners and staff.

A relatively high or increasing average time out-of-cells per day is desirable. 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 measure are:

- comparable (subject to caveats) across jurisdictions and over time.
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

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## Appropriateness — Community work

‘Community work’ is an indicator of governments’ objective to provide appropriate management of community corrections orders (box 8.6).

### Box 8.6 Community work

‘Community work’ is defined as the number of hours unpaid community work acquitted on eligible community corrections orders as a percentage of the total hours that were imposed on the orders, for orders that were discharged during the reference period.

Eligible orders are community corrections orders issued by a court with a condition that the offender perform a specified number of hours of unpaid community work. These data do not include hours on orders that were not issued directly by a court, e.g. community work orders made in default of payment of a fine. A discharged order refers to an order which has been finalised by corrective services due to being:

- (a) successfully completed (all requirements on the order were met)
- (b) revoked or breached (either due to a new charge being laid or other reasons).

Hours of community work are generally acquitted by undertaking the unpaid work but in some jurisdictions, hours may also be acquitted through participation in other approved programs or activities.

The percentage of hours completed can be affected by the general levels of compliance across all offenders required to do unpaid community work as a condition of their order. Community work may only be one component of an order alongside other requirements and non-compliance with the other requirements can result in a breach of the whole order and therefore affect an offender’s capacity to successfully complete the community work hours in full.

A high or increasing percentage of ordered hours acquitted is desirable.

Data are not yet available for reporting against this indicator.

## Appropriateness — Prison utilisation

‘Prison utilisation’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (box 8.7).



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### Box 8.7 **Prison utilisation**

‘Prison utilisation’ reflects the extent to which prison design capacity meets demand for prison accommodation. It 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 provided for in the design capacity of the prisons.

It is generally accepted that prisons require 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. Therefore percentages close to but not exceeding 100 per cent are desirable.

Data reported for this measure are:

- comparable (subject to caveats) across jurisdictions and over time.
- not complete for the current reporting period. Data for 2018-19 were not provided by NSW, Victoria or SA.

### Quality — Apparent unnatural deaths

‘Apparent unnatural deaths’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (box 8.8).

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### Box 8.8 **Apparent unnatural deaths**

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

Zero, low or decreasing rates of apparent unnatural deaths are desirable. The rates for this indicator should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner 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 population can represent only a very small number of deaths.

Data reported for this measure are:

- comparable (subject to caveats) across jurisdictions and over time.
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

### Quality — Assaults in custody

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (box 8.9).

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## Box 8.9      **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 population, multiplied by 100 (to give the rate per 100 prisoners). Rates are reported for two measures:

- assaults against another prisoner by seriousness of impact
- assaults against a member of staff by seriousness of impact.

‘Assaults’ refer to acts of physical violence resulting in a physical injury but not requiring overnight hospitalisation or ongoing medical treatment. ‘Serious assaults’ refer to acts of physical violence resulting in injuries that require treatment involving overnight hospitalisation in a medical facility or ongoing medical treatment, as well as all sexual assaults.

Zero, low or decreasing rates of assaults in custody are desirable. The rates reported for this indicator should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Data reported for this measure are:

■ not comparable across jurisdictions due to different reporting practices and variation in service delivery arrangements for delivering prisoner health care, whereby not all jurisdictions have access to the medical information needed to accurately classify incidents into the assault categories used in this indicator. However, data are comparable (subject to caveats) within jurisdictions over time.

■ complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

## **Efficiency**

### **Cost per prisoner/offender**

‘Cost per prisoner/offender’ is an indicator of governments’ objective to provide corrective services in an efficient manner (box 8.10).

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### Box 8.10 **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.

A low or decreasing cost is desirable in 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 reoffending.

Factors that can affect the results for this indicator include: the composition of the prisoner population requiring different accommodation and/or management; the size and dispersion of the geographic area across which services are delivered; the potential (or lack of) for economies of scale; and, the impact of the wider criminal justice system policies and practices.

Data reported for this measure are:

-  not comparable across jurisdictions or over time.
-  complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

## **Outcomes**

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

### **Completion of community orders**

‘Completion of community orders’ is an indicator of governments’ objective to contribute to the protection and creation of safer communities through the effective management of offenders (box 8.11).

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### Box 8.11 **Completion of community orders**

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

High or increasing percentages of order completions are desirable. Completion rates should 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 could therefore be interpreted as a positive outcome reflecting the effectiveness of more intensive offender management. Alternatively, a high completion rate can mean either high compliance or a failure to detect or act on breaches of compliance.

Data reported for this measure are:

- comparable (subject to caveats) across jurisdictions and over time.
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

### Escapes

'Escapes' is an indicator of governments' objective to contribute to the protection and creation of safer communities through the effective management of prisoners (box 8.12).

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### Box 8.12 **Escapes**

'Escapes' is defined as the number of escapes divided by the annual average prisoner population, multiplied by 100 (for a rate per 100 prisoners), and is reported separately for prisoners escaping from secure custody and from open custody.

Zero, low or decreasing rates are desirable. Escape rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner 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 population can represent only a very small number of actual incidents.

Data reported for this measure are:

- comparable (subject to caveats) across jurisdictions and over time.
- complete (subject to caveats) for the current reporting period. All required 2018-19 data are available for all jurisdictions.

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## 8.3 Definitions of key terms

<b>24-hour court cell</b>	Cells located in a court and/or police complex that are administered by corrective services.
<b>Aboriginal and Torres Strait Islander</b>	People identifying themselves as an Aboriginal and/or Torres Strait Islanders if they are accepted as such by an Aboriginal or Torres Strait Islander community.
<b>Assault</b>	<p>An act of physical violence committed by a prisoner that resulted in physical injuries. An assault is recorded where either:</p> <ul style="list-style-type: none"><li>• a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or</li><li>• there is evidence that an assault took place because at least one of the following circumstances apply:<ul style="list-style-type: none"><li>– 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</li><li>– 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.</li></ul></li></ul> <p>The rate is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.</p>
<b>Apparent unnatural death</b>	<p>The death of a person who is in corrective services custody (which includes deaths that occur within prisons, during transfer to or from prison, within a medical facility following transfer from prison, or in the custody of corrective services outside a custodial facility):</p> <ul style="list-style-type: none"><li>• whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody</li><li>• who dies or is fatally injured in the process of prison officers attempting to detain that person</li><li>• who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody</li><li>• where 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.</li></ul>
<b>Capital costs</b>	Combined depreciation costs, the user cost of capital (calculated as 8 per cent of the value of government land and other assets), and debt servicing fees – financial lease payments incurred by governments as part of contracts for privately owned prisons or prisons built under Public-Private Partnership arrangements, comparable to the user cost of capital for government owned facilities.

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<b>Community corrections</b>	Community-based management of court-ordered sanctions, post-prison orders and administrative arrangements and fine conversions for offenders, which principally involve one or more of the following requirements: supervision; program participation; or community work.
<b>Community work (offenders)</b>	Unpaid community work (hours) by offenders serving community corrections orders during the counting period.
<b>Escapes</b>	The escape of a prisoner under the direct supervision of corrective services officers or private providers under contract to corrective services, including escapes during transfer between prisons, during transfer to or from a medical facility, escapes that occurred from direct supervision by corrective services outside a prison, for example during escort to a funeral or medical appointment.
<b>Health expenditure</b>	Expenditure on primary, secondary and tertiary health services for prisoners incurred either directly by corrective services or indirectly by other departments, agencies or service providers on behalf of Corrective Services.
<b>Home detention</b>	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.
<b>Imprisonment rate</b>	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.
<b>Net operating expenditure per prisoner/offender</b>	The daily cost of managing a prisoner/offender, based on operating expenditure 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.
<b>Offender</b>	An adult person subject to a non-custodial order administered by corrective services, which includes bail orders if those orders are subject to supervision by community corrections.
<b>Open prison</b>	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.
<b>Operating expenditure</b>	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 and excluding prisoner health and transport/escort costs where able to be disaggregated by jurisdictions. Net operating expenditure also excludes operating revenues.
<b>Operating revenues</b>	Revenue from ordinary activities undertaken by corrective services, such as prison industries.
<b>Prison</b>	A legally proclaimed prison or remand centre for adult prisoners.

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<b>Prisoner</b>	A person 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, in both public and privately operated prisons.
<b>Private prison</b>	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
<b>Recurrent expenditure</b>	The combined total of net operating expenditure (i.e. operating expenditure excluding operating revenues) and capital costs (see previous definitions).
<b>Reparation order</b>	A subcategory of community-based corrections orders with a community service bond/order or fine option that requires them to undertake unpaid work.
<b>Restricted movement order</b>	A subcategory of community-based corrections orders 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.
<b>Secure prison</b>	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
<b>Supervision order</b>	A subcategory of community-based corrections orders that includes a range of conditions other than those categorised as restricted movement or reparation.
<b>Transitional Centres</b>	Transitional Centres are residential facilities administered by corrective services where prisoners are prepared for release towards the end of their sentences.
<b>Transport and escort services</b>	Services used to transport prisoners between prisons or to/from external locations (for example, court), whether by corrective services officers or external contractors involved in escorting prisoners as part of the transport arrangements.
<b>User cost of capital</b>	The cost of funds which are tied up in government capital used to deliver services and identifies 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). User cost of capital is calculated by applying a nominal rate of 8 per cent to the value of government assets.