
8 Corrective services

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Attachment tables

Attachment tables are identified in references throughout this Indigenous Compendium by an 'A' suffix (for example, in this chapter, table 8A.3). As the data are directly sourced from the 2010 Report, the Compendium also notes where the original table, figure or text in the 2010 Report can be found. For example, where the Compendium refers to '2010 Report, p. 8.15' this is page 15 of chapter 8 of the 2010 Report, and '2010 Report, table 8A.2' is attachment table 2 of attachment 8A of the 2010 Report. 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and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual 2008-09*.

Box 8.1 Terms relating to corrective services

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

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

Offenders refers to people serving community corrections orders.

Indigenous data in the Corrective services chapter

The Corrective services chapter in the *Report on Government Services 2010* (2010 Report) contains the following data items on Indigenous people:

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.

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- imprisonment rates, 2008-09
 - community corrections rates, 2008-09
 - prisoner death rates from apparent unnatural causes, 2008-09.

The corrective services attachment contains additional data relating to Indigenous people including periodic detention rates, 2008-09.

Prison custody

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

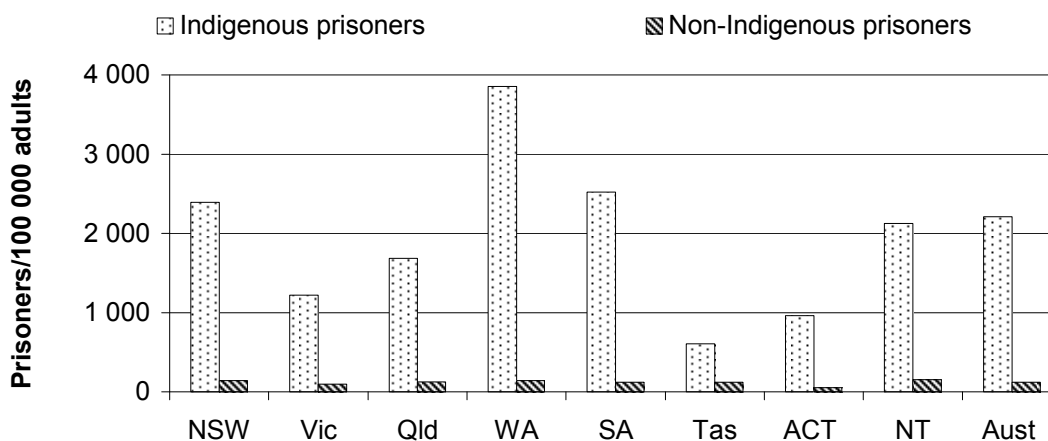
The daily average number of Indigenous prisoners was 6948 — 25.2 per cent of prisoners nationally (table 8A.1).

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

The national rate of imprisonment for all prisoners was 165.6 per 100 000 Australian adults in 2008-09, compared to 162.6 in 2007-08 (2010 Report, figure 8.2, p. 8.6). The national (crude) imprisonment rate per 100 000 Indigenous adults in 2008-09 was 2211.9 compared with a corresponding rate of 119.4 for non-Indigenous prisoners (figure 8.1).

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



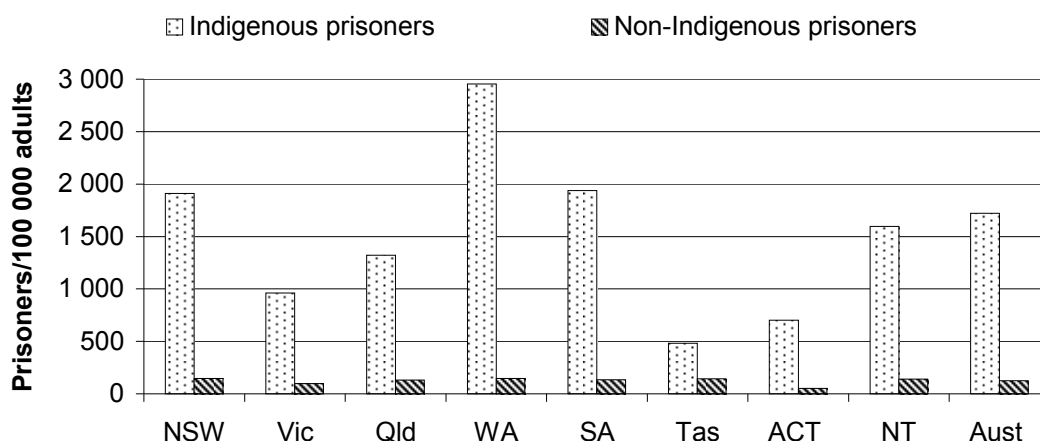
^a Non-age standardised rates, based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult population estimates. ^b The ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held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

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.3; 2010 Report, figure 8.3, p. 8.7.

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

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2008-09 was 1720.3 compared with a corresponding rate of 123.8 for non-Indigenous prisoners (figure 8.2). This represents a ratio of 13.9, compared with a ratio of 18.5 for the crude imprisonment rate.

Figure 8.2 **Indigenous and non-Indigenous age standardised imprisonment rates, 2008-09^a**



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

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008 (preliminary), Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; ABS (unpublished) *Prisoners in Australia*, Cat. no 4517.0; State and Territory governments (unpublished); table 8A.3; 2010 Report, figure 8.4, p. 8.8.

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

Community corrections

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in 2010 Report, table 8A.24) and also deliver post-custodial interventions, under which prisoners released into the community continue to be subject to corrective services supervision.

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

alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

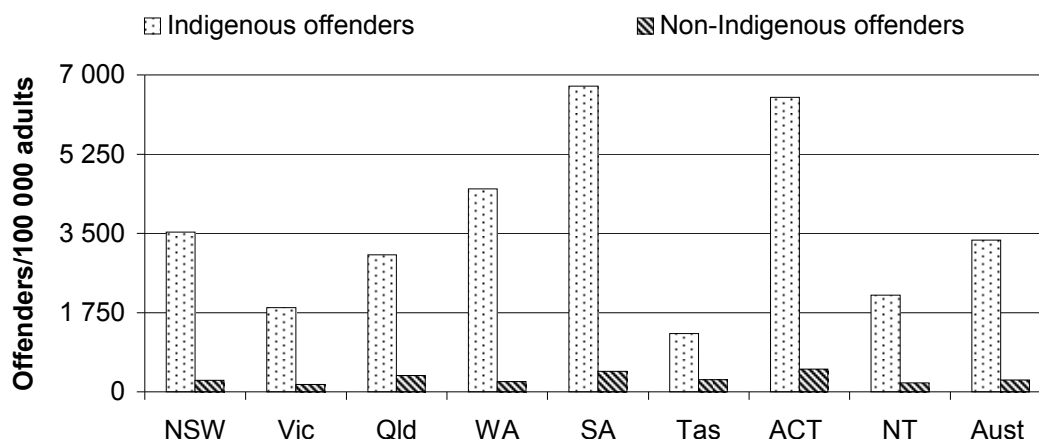
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2008-09. In most states and territories, fine default orders are administered by community corrections. Corrective services are also involved in the supervision of unsentenced offenders in most jurisdictions, but the nature of this involvement varies (2010 Report, table 8A.24).

Nationally, an average of 56 972 offenders per day were serving community corrections orders in 2008-09 — an increase of 3.5 per cent from the previous year (table 8A.3). This daily average comprised 46 598 males (81.8 per cent), 10 290 females (18.1 per cent) and 84 offenders whose gender was not reported. The daily average comprised 10 522 Indigenous offenders (18.5 per cent of the total community correction population), 43 877 non-Indigenous offenders (77.0 per cent) and 2572 people whose Indigenous status was unknown (table 8A.2).

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 rate for Indigenous offenders in 2008-09 was 3349.8 per 100 000 Indigenous adults compared with 258.4 for non-Indigenous offenders (figure 8.3).

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 8.3 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 8.3 **Indigenous and non-Indigenous community corrections rates, 2008-09^{a, b}**



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

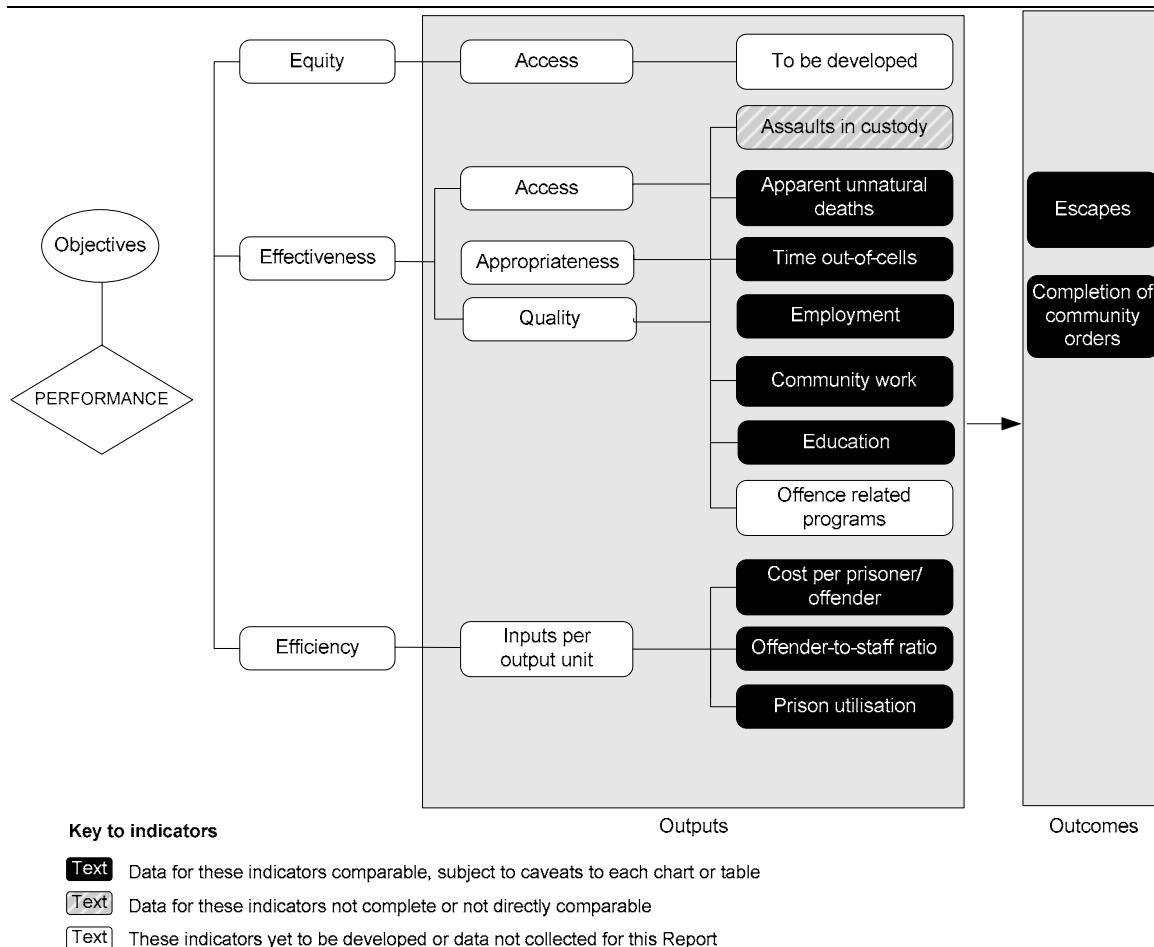
Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2008, Cat. no. 3101.0; ABS (unpublished) *Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.3; 2010 Report, figure 8.6, p. 8.11.

Framework of performance indicators

Data for Indigenous people are reported for one of the performance indicators for corrective services in the 2010 Report. It is important to interpret these data in the context of the broader performance indicator framework outlined in figure 8.4. The performance indicator framework shows which data are comparable in the 2010 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

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 8.4 Performance indicators for corrective services



Source: 2010 Report, figure 8.7, p. 8.13.

Apparent unnatural deaths (prisoners)

‘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 8.2).

Box 8.2 Apparent unnatural deaths (prisoners)

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

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

Data reported for this indicator are comparable.

Nationally, the rate of deaths from apparent unnatural causes for all prisoners was 0.04 per 100 prisoners in 2008-09 (table 8A.4). Table 8.1 presents data on number and rates of death from apparent unnatural causes in 2008-09, for Indigenous and non-Indigenous prisoners.

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

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Deaths/100 prisoners									
Indigenous	0.05	–	–	–	–	–	–	–	0.01
Non-Indigenous	0.04	0.05	0.10	–	0.07	–	1.01	–	0.05
Number of deaths									
Indigenous	1	–	–	–	–	–	–	–	1
Non-Indigenous	3	2	4	–	1	–	1	–	11

– Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.4, 8A.7, 8A.12, 8A.15, 8A.18, 8A.21, 8A.24, 8A.27, and 8A.32; 2010 Report, table 8.1, p. 8.16.

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

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

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

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

Source: State and Territory governments (unpublished); table 8A.5; 2010 Report, table 8.2, p. 8.16.

Future directions in performance reporting

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.

Attachment tables

Attachment tables for data within this chapter are contained in the attachment to the Compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table 8A.3 is table 3 in the Corrective services attachment). Attachment tables are 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 Compendium). The tables included in the attachment are listed below.

- Table 8A.1** Average daily prisoner population
- Table 8A.2** Average daily community corrections offender population
- Table 8A.3** Imprisonment, periodic detention and community corrections rates, by sex and Indigenous status (per 100 000 adults)
- Table 8A.4** Deaths from apparent unnatural causes, by Indigenous status, 2007-08 (per 100 prisoners/detainees)
- Table 8A.5** Deaths from apparent unnatural causes, by year and Indigenous status (per 100 prisoners)

Single Jurisdiction Data _ NSW

- Table 8A.6** Descriptors, prisons
- Table 8A.7** Effectiveness, prisons
- Table 8A.8** Descriptors, periodic detention
- Table 8A.9** Effectiveness, periodic detention
- Table 8A.10** Descriptors, community corrections

Single jurisdiction data _ Vic

- Table 8A.11** Descriptors, prisons
- Table 8A.12** Effectiveness, prisons
- Table 8A.13** Descriptors, community corrections

Single jurisdiction data _ Qld

- Table 8A.14** Descriptors, prisons
- Table 8A.15** Effectiveness, prisons
- Table 8A.16** Descriptors, community corrections

Single jurisdiction data _ WA

- Table 8A.17** Descriptors, prisons
- Table 8A.18** Effectiveness, prisons
- Table 8A.19** Descriptors, community corrections

Single jurisdiction data _ SA

Table 8A.20 Descriptors, prisons

Table 8A.21 Effectiveness, prisons

Table 8A.22 Descriptors, community corrections

Single jurisdiction data _ Tas

Table 8A.23 Descriptors, prisons

Table 8A.24 Effectiveness, prisons

Table 8A.25 Descriptors, community corrections

Single jurisdiction data _ ACT

Table 8A.26 Descriptors, prisons

Table 8A.27 Effectiveness, prisons

Table 8A.28 Descriptors, periodic detention

Table 8A.29 Effectiveness, periodic detention

Table 8A.30 Descriptors, community corrections

Single jurisdiction data _ NT

Table 8A.31 Descriptors, prisons

Table 8A.32 Effectiveness, prisons

Table 8A.33 Descriptors, community corrections