

---

## 8 Corrective services

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.

The term ‘prisoners’ is used in this chapter to refer to people held in full time custody under the jurisdiction of an adult corrective service agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand. ‘Periodic detainees’ refers to persons subject to a periodic detention order, which requires them to be held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services. The term ‘offenders’ is used to refer to people serving community corrections orders.

In this chapter, corrective services include prison custody (including 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 justice<sup>1</sup> (which is reported in the chapter on 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 (who are covered in the police services chapter)
- people held in facilities such as immigration or military detention centres.

---

<sup>1</sup> 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 therefore 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 this footnote has therefore not been added to each table and figure.

---

A profile of the corrective services sector is provided in section 8.1. The framework of performance indicators is outlined in section 8.2, and relevant performance information is discussed in section 8.3. Future directions in performance reporting are discussed in section 8.4. Jurisdictions' comments are covered in section 8.5. Section 8.6 provides definitions and section 8.7 lists the attachment tables. Attachment tables are identified in references throughout the chapter by an 'A' suffix (for example, table 8A.3 is table 3 in the attachment tables). Attachment tables are provided on the CD-Rom enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Section 8.8 lists the references used in this chapter.

## **8.1 Profile of corrective services**

### **Service overview**

As discussed in the Justice preface, the operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system, such as police and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. However, the scope of the responsibilities of these agencies 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 or police 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 except the ACT maintained both open and secure custody prison facilities during the reporting period. In 2006-07, the ACT maintained two remand facilities and one periodic detention centre, with people sentenced to imprisonment in the ACT being held in NSW prisons under contractual arrangements between the two jurisdictions. Private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA) in 2006-07. 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 during the week.

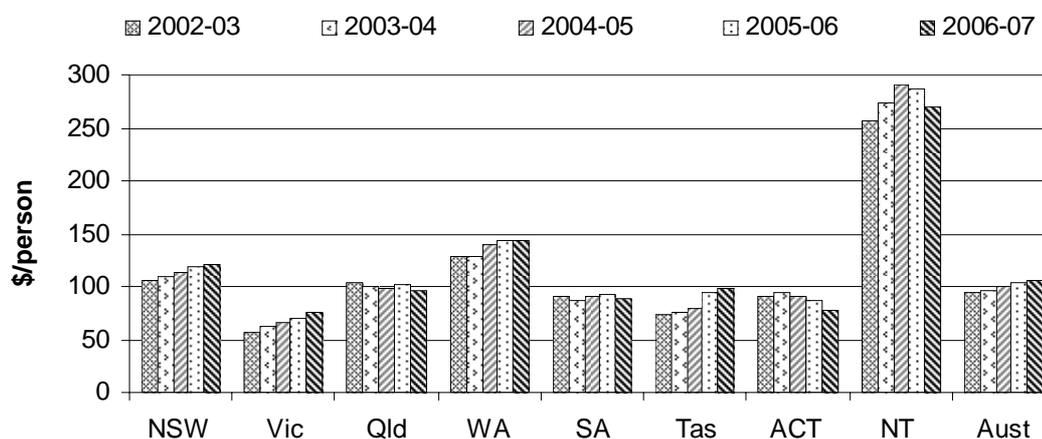
## Funding

Reported total net recurrent and capital expenditure on prisons, net of revenue derived from own sources and excluding payroll tax and expenditure on transport/escort services<sup>2</sup>, totalled \$2.3 billion nationally in 2006-07. The equivalent figure for community corrections was \$0.3 billion (table 8A.6). Capital expenditure comprises depreciation, debt servicing fees, and user cost of capital.

As described in the Justice preface, recurrent expenditure (less revenue from own sources) 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 recurrent expenditure (excluding transport/escort services) and includes depreciation. Net recurrent expenditure on corrective services including depreciation was \$2.2 billion in 2006-07 — an increase of 1.8 per cent over the previous year (table 8A.12).

National expenditure per person in the population, based on net recurrent expenditure on corrective services including depreciation, increased in real terms over the last five years, from \$95 in 2002-03 to \$105 in 2006-07 (figure 8.1).

Figure 8.1 **Real expenditure on corrective services per head of population (2006-07 dollars)<sup>a, b, c</sup>**



<sup>a</sup> Includes recurrent expenditure on prisons and community corrections, net of recurrent receipts (own source revenue); includes depreciation; excludes payroll tax and capital expenditure items of debt servicing fees and user cost of capital. <sup>b</sup> Per person cost is calculated using total population (all ages). <sup>c</sup> Data for previous years have been adjusted to 2006-07 dollars using the gross domestic product price deflator (table AA.26).

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

<sup>2</sup> Transport and escort service expenditure for 2006-07 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 8A.6).

---

## Size and scope of sector

### *Prison custody*

Corrective services operated 118 custodial facilities nationally as at 30 June 2007 (table 8A.2). These comprised 85 government-operated prisons and seven privately-operated prisons, three government-operated community custodial facilities, nine 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, 25 901 people per day (excluding periodic detainees) were held in Australian prisons during 2006-07 — an increase of 5.5 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 797 people per day were serving periodic detention orders in NSW and the ACT in 2006-07 — a decrease of 7.5 per cent from the 2005-06 average.

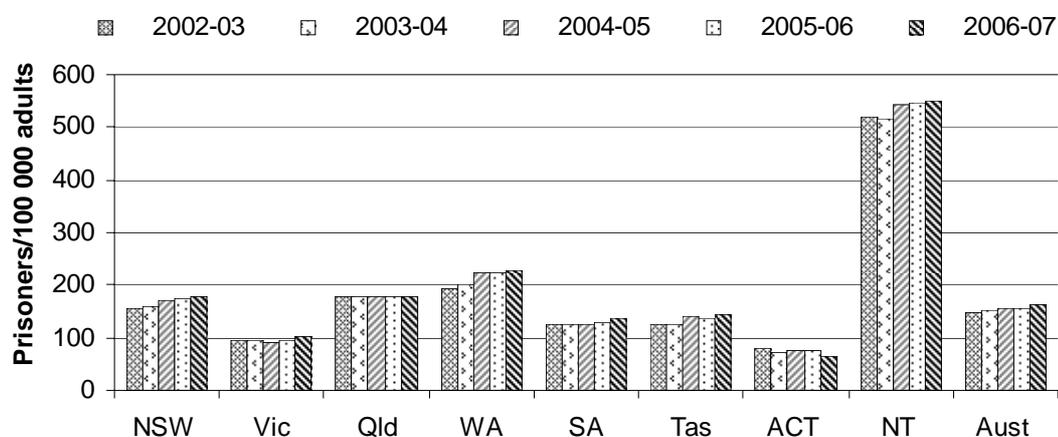
Excluding periodic detainees, 23.8 per cent of prisoners were held in open prisons and 76.2 per cent were held in secure facilities in 2006-07. A daily average of 4395 prisoners (17.0 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2006-07 comprised 24 055 males and 1846 females — 92.9 per cent and 7.1 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 6297 — 24.3 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 162.0 per 100 000 Australian adults in 2006-07, compared to 156.4 in 2005-06 (figure 8.2). On a gender basis, the national imprisonment rate was 305.7 per 100 000 adult males and 22.7 per 100 000 adult females in 2006-07 (table 8A.4).

Figure 8.2 **Imprisonment rates, total prisoners, five-year trends<sup>a, b</sup>**



<sup>a</sup> Non-age standardised rates based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> 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.

Source: State and Territory governments (unpublished); table 8A.5; ABS (unpublished) *Australian Demographic Statistics*, as at December of each year.

The national imprisonment rate per 100 000 Indigenous adults in 2006-07 was 2142.2 compared with a rate of 122.4 for non-Indigenous prisoners (figure 8.3).

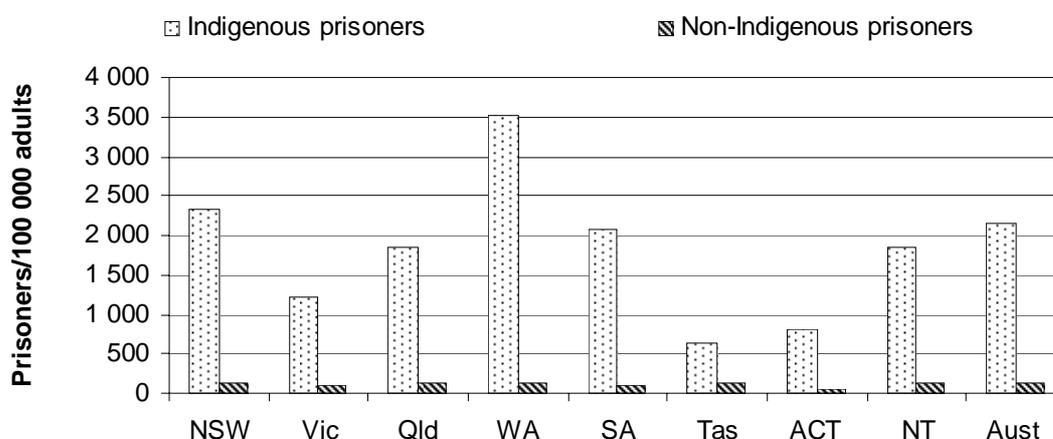
Imprisonment rate comparisons need to be interpreted with care, especially for states and territories with relatively small Indigenous populations, because small changes in prisoner numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences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

While imprisonment rates for Indigenous people are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 74.2 per cent of all prisoners were non-Indigenous in 2006-07 (table 8A.1).

The imprisonment rates in this Report have not been age standardised, therefore caution should be exercised when making comparisons between the Indigenous and non-Indigenous populations. Using the overall (crude) imprisonment rate to examine differences between the Indigenous and non-Indigenous populations may lead to incorrect conclusions being drawn about variables that are correlated with age, rather than Indigenous status. The Indigenous population has a younger age profile compared to 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, enabling more realistic comparisons to be made between populations. Age standardisation will be considered for future Reports. That said, even if imprisonment rates were adjusted using the age standardisation procedure, the imprisonment rate for the Indigenous population would continue to be significantly higher than that for the non-Indigenous population.

**Figure 8.3 Indigenous and non-Indigenous imprisonment rates, 2006-07<sup>a, b, c</sup>**



<sup>a</sup> 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 (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> The ACT rates include ACT prisoners held in the ACT and in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons. <sup>c</sup> Excludes prisoners whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); table 8A.4; ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2006 (preliminary); ABS (unpublished) Indigenous population projections (low series).

### 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 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

---

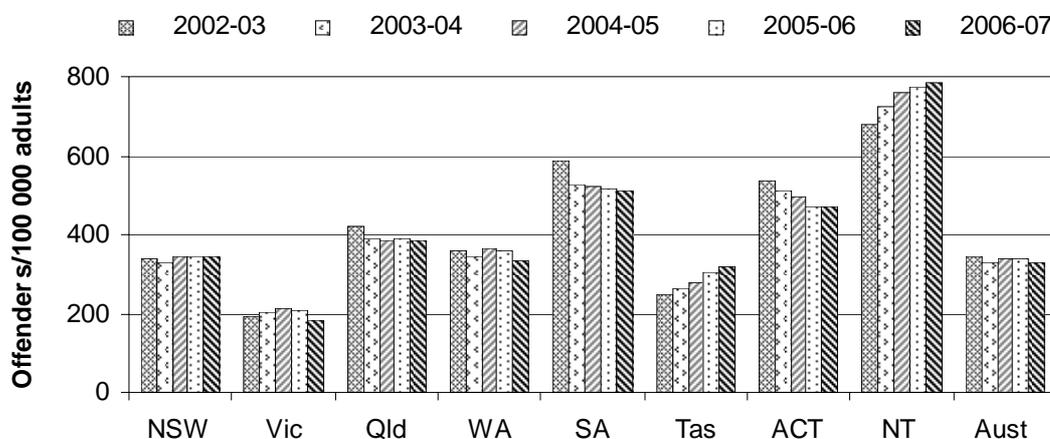
alternative or a post-custodial mechanism for reintegrating prisoners into the community under continued supervision.

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Tasmania and the ACT in 2006-07. Home detention was removed as a sentencing option in Queensland in August 2006, although the program continued to operate until all outstanding orders were completed. In most states and territories, fine default orders are administered by community corrections, as is bail supervision in some jurisdictions.

A daily average of 52 658 offenders were serving community corrections orders across Australia in 2006-07 — a decline of 1.1 per cent from the previous year's average (table 8A.3). This daily average comprised 43 028 males (81.7 per cent), 9541 females (18.1 per cent) and 88 offenders whose gender was not reported. The daily average comprised 9346 Indigenous offenders (17.7 per cent of the total community correction population), 41 739 non-Indigenous offenders (79.3 per cent) and 1573 persons 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 329.4 per 100 000 adults in 2006-07 compared to 339.4 in 2005-06 (figure 8.4).

Figure 8.4 Community corrections rates, total offenders, five-year trends<sup>a, b</sup>



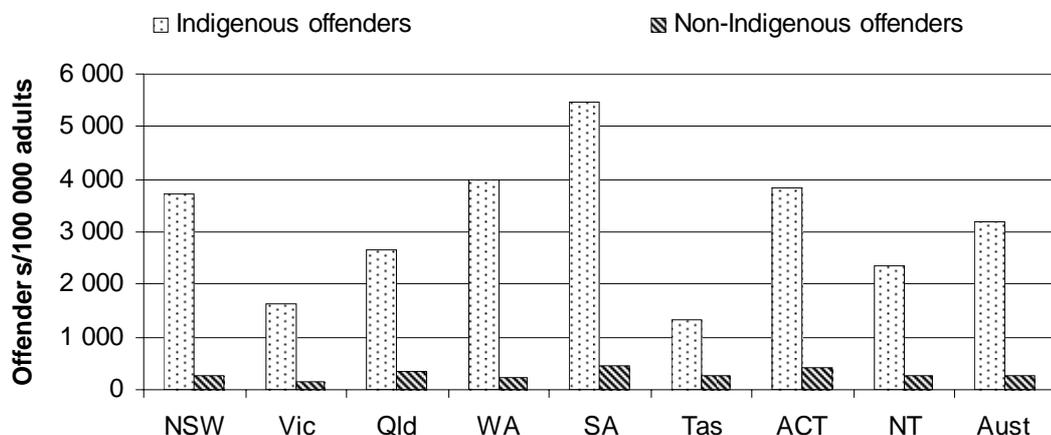
<sup>a</sup> Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Includes persons on inactive orders, though not all persons on inactive orders are included in all jurisdictions (tables 8A.30, 8A.36, 8A.74).

Source: State and Territory governments (unpublished); table 8A.5; ABS (unpublished) *Australian Demographic Statistics*, as at December of each year.

The national rate for female community correction offenders was 117.5 per 100 000 adult females, compared with 546.8 for adult males (table 8A.4). The national rate for Indigenous offenders in 2006-07 was 3179.6 per 100 000 Indigenous adults compared with 265.9 for non-Indigenous offenders (figure 8.5).

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 8.5 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations). As with imprisonment rates, age standardised data would continue to show that the community corrections rates for the Indigenous population are significantly higher than rates for the non-Indigenous population.

Figure 8.5 **Indigenous and non-Indigenous community corrections rates, 2006-07<sup>a, b</sup>**



<sup>a</sup> 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 (population data supplied by the ABS National Centre for Crime and Justice Statistics). <sup>b</sup> Excludes offenders whose Indigenous status was reported as unknown.

Source: State and Territory governments (unpublished); table 8A.4; ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2006 (preliminary); ABS (unpublished) Indigenous population projections (low series).

## 8.2 Framework of performance indicators

Corrective services performance is reported against common objectives that have been agreed to by all jurisdictions (box 8.1). The performance indicator framework shows which data are comparable in the 2008 Report (figure 8.6). 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 8.1 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. Corrective services' objectives are to:

**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.

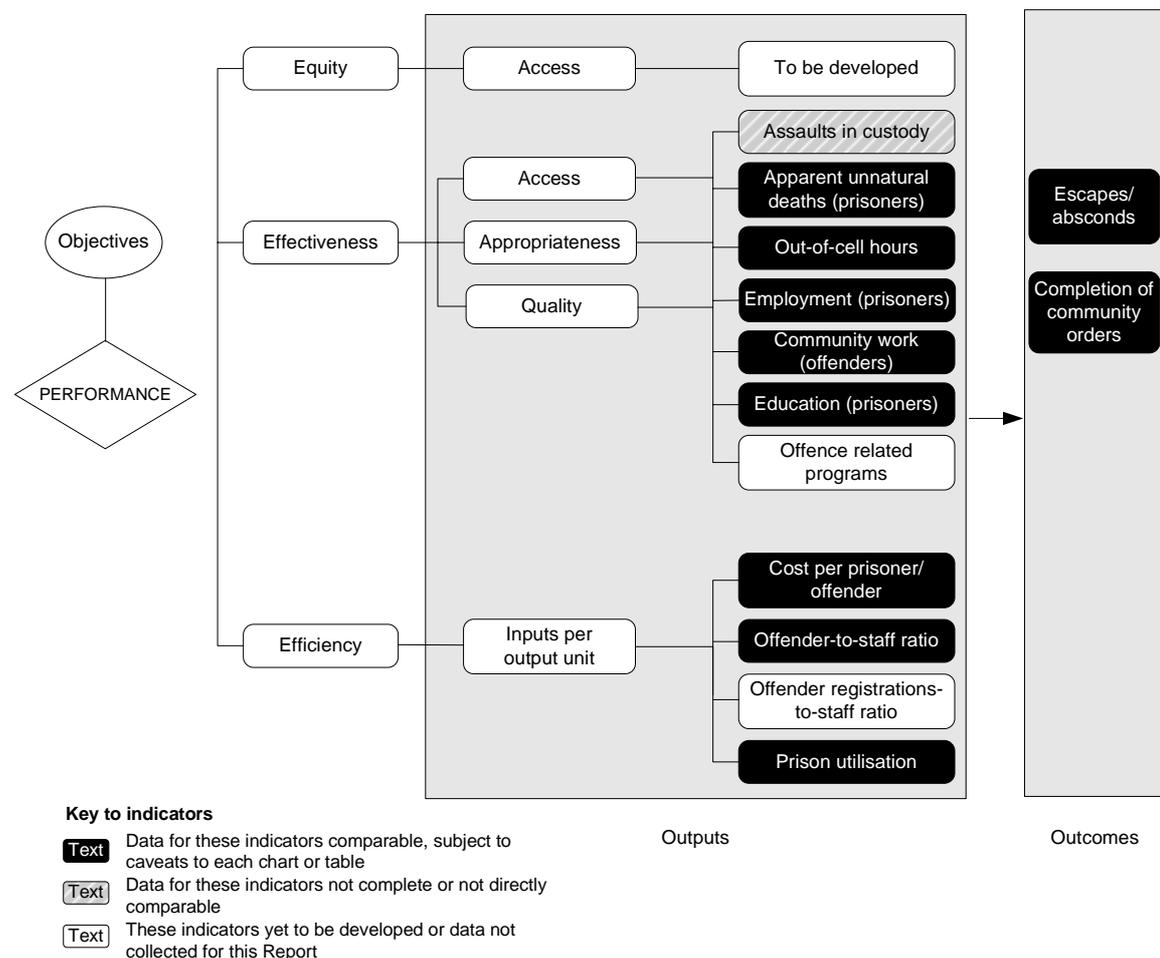
**Provide program interventions to reduce the risk of re-offending**

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.

Definitions and counting rules were refined during the year 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 presents some historical data that may vary from data published in previous Reports. In other cases, it has not been possible to recalculate historical data. Any inconsistencies within reported data are footnoted in relevant figures and tables.

Figure 8.6 specifies the performance indicators associated with the objectives identified in box 8.1. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For relevant efficiency indicators (such as recurrent cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they spend two days a week in prison. Given the unique contracted service arrangements in the ACT, the ACT indicators are presented according to the most appropriate representation of effectiveness and cost — that is, either separately for remand prisoners and/or periodic detainees held in the ACT centres, or as the total ACT prisoner population (whether held in NSW or ACT facilities).

Figure 8.6 Performance indicators for corrective services



### 8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 8.1, using the indicator framework shown in figure 8.6. 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. Appendix A contains detailed statistics and short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter.

#### 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*

### *Equity — access indicator*

The Steering Committee has identified equity — access in corrective services as a key area for development in future reports (box 8.2).

#### **Box 8.2 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*

Assault rates are an indicator of effectiveness (box 8.3).

#### **Box 8.3 Assaults in custody**

Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment in which there is a low level of violence, whether perpetrated by prisoners on other prisoners or on staff. Low 'assault' rates indicate better performance towards achieving this objective.

The rates of assault in custody are defined as the number of victims of violent physical attacks reported over the year, divided by the annual daily average prisoner population, multiplied by 100 (to give the rate per 100 prisoners). Rates for 'serious assaults' and 'assaults' are reported separately for assaults against another prisoner and assaults against a member of staff. 'Serious assaults' refer to acts of physical violence requiring medical treatment and assessment by a medical officer, resulting in overnight hospitalisation in a medical facility or requiring extended periods of medical treatment, as well as all sexual assaults. 'Assaults' refers 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.

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 prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

---

Nationally in 2006-07, the rate of prisoner on prisoner assaults was 8.5 and the rate of prisoner on prisoner serious assaults was 0.6. Prisoner on officer rates were 0.60 for assaults and 0.02 for serious assaults (table 8A.14). Assault rates by jurisdiction are reported in table 8A.14.

*Apparent unnatural deaths (prisoners)*

The rate of apparent unnatural deaths is an indicator of effectiveness (box 8.4).

**Box 8.4      Apparent unnatural deaths (prisoners)**

Meeting the objective of providing a safe, secure and humane custodial environment includes providing a prison environment in which there is a low risk of death from unnatural causes. A zero or low rate indicates better performance towards achieving this objective.

The rate of 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, and is reported separately for Indigenous and non-Indigenous prisoners.

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 prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Figure 8.7 presents information on prisoner death rates in 2006-07 from apparent unnatural causes, for Indigenous and non-Indigenous prisoners. Nationally, the rate of deaths from apparent unnatural causes was 0.04 in 2006-07. The rates for Indigenous and non-Indigenous prisoners were 0.05 and 0.04 respectively.

**Figure 8.7 Rate of prisoner deaths from apparent unnatural causes, 2006-07<sup>a</sup>**

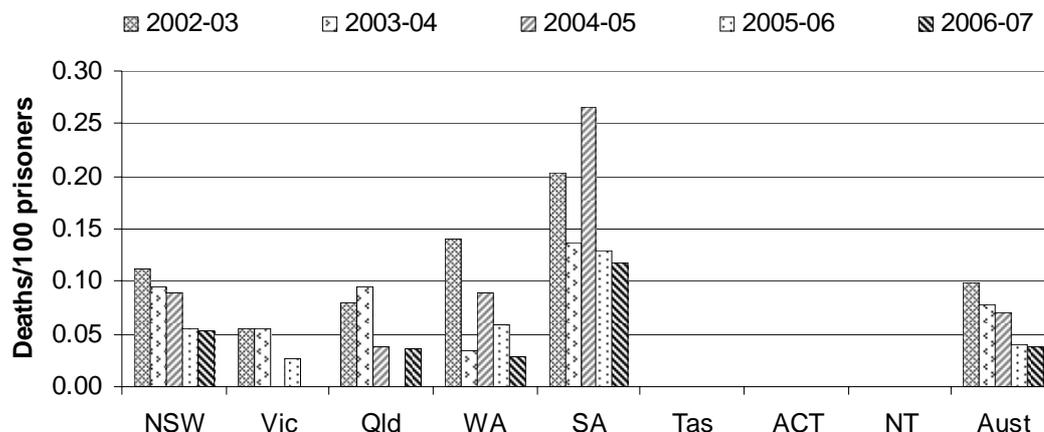


<sup>a</sup> All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

Source: State and Territory governments (unpublished); table 8A.15.

The national rate of deaths from apparent unnatural causes for all prisoners has declined over the last five years, from 0.10 in 2002-03 to 0.04 in 2006-07 (figure 8.8). Rates fell for both Indigenous and non-Indigenous prisoners (table 8A.16).

**Figure 8.8 Rate of prisoner deaths from apparent unnatural causes, five-year trends<sup>a</sup>**



<sup>a</sup> All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

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

---

### *Out-of-cell hours*

‘Out-of-cell hours’ per day is an indicator of effectiveness (box 8.5).

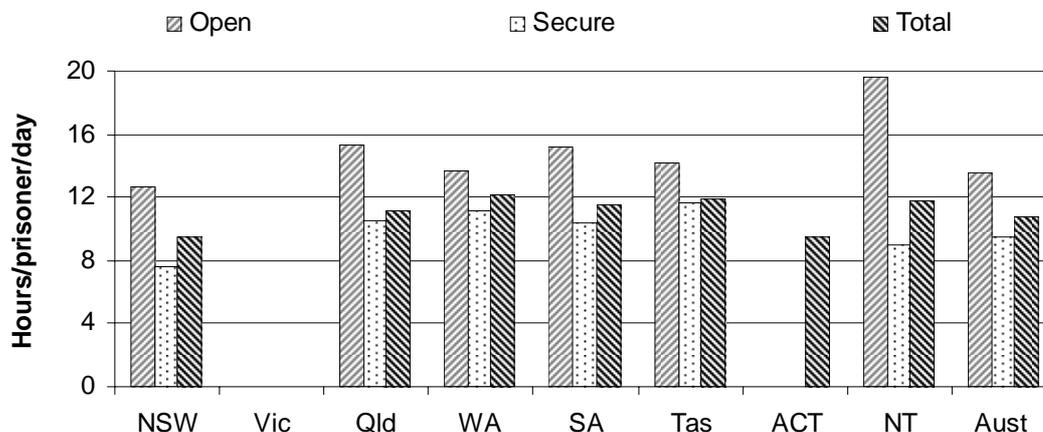
#### **Box 8.5 Out-of-cell hours**

Meeting the objective of providing a safe, secure and humane custodial environment includes 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. The time spent out of their prison cells provides prisoners with the opportunity to participate in constructive activities which aim to maximise their prospects for successful re-integration as law-abiding citizens after leaving prison. These activities include work, education, wellbeing, recreation and treatment programs, the opportunity to receive visits, and interacting with other prisoners and staff. A relatively high average ‘out-of-cell hours’ per day indicates better performance towards achieving this objective.

‘Out-of-cell hours’ is defined as the average number of hours that prisoners spend outside of their cells during the day. 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 total out-of-cell hours.

Nationally in 2006-07, the average number of out-of-cell hours per prisoner per day was 10.7 (figure 8.9). This figure excludes Victoria, as this jurisdiction was unable to provide data for 2006-07. Average out-of-cell hours were higher for prisoners in open custody than those held in secure custody (13.5 compared to 9.5 hours per prisoner per day, respectively).

Figure 8.9 **Average out-of-cell hours, by prisoner security level, 2006-07<sup>a, b, c</sup>**



<sup>a</sup> The ACT data are based on prisoners held in ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2006-07. <sup>c</sup> Due to the decommissioning and commissioning of three prisons and staged transition to new facilities during 2006-07, out-of-cell hours for Tasmania have been calculated for 30 June 2007 (one day).

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

### Employment (prisoners)

The prisoner employment rate is an indicator of effectiveness (box 8.6).

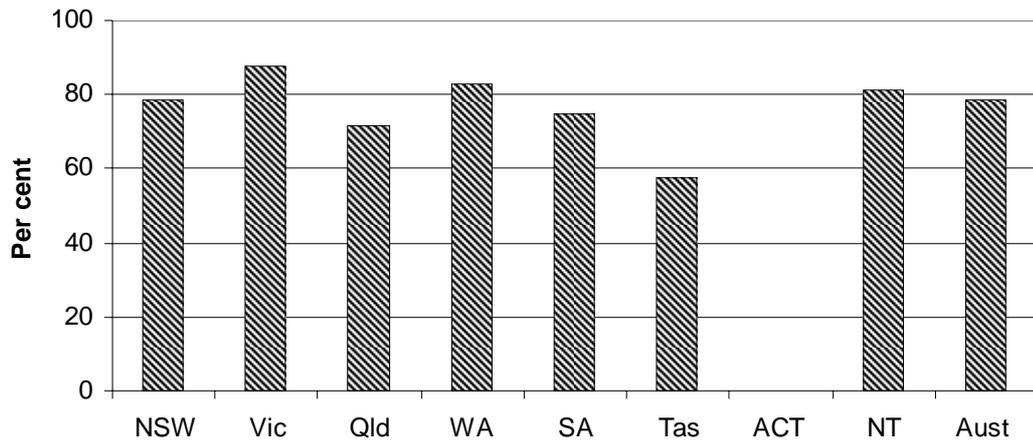
#### Box 8.6 Employment (prisoners)

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. Limited vocational skills and poor employment history have been identified as key contributors to increasing the likelihood of re-offending. A high 'prisoner employment' rate indicates better performance towards achieving this objective.

The prisoner employment rate 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). 'Prisoner employment' rates 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.

Nationally in 2006-07, 78.5 per cent of the eligible prisoner population was employed (figure 8.10). Most prisoners were employed in service industries (46.6 per cent) or in commercial industries (31.3 per cent), with only a small percentage (0.6 per cent) on work release (table 8A.20).

Figure 8.10 **Percentage of eligible prisoners employed, 2006-07<sup>a</sup>**



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners, who are not required to work.

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

### *Community work (offenders)*

Offender community work is an indicator of effectiveness (box 8.7).

#### **Box 8.7 Community work (offenders)**

Meeting the objective of providing an effective community corrections environment includes 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. 'Community work (offenders)' indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders.

'Community work (offenders)' 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. Lower values indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders.

(Continued on next page)

---

**Box 8.7 (Continued)**

Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period may 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 may 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 on community work are provided in table 8A.20. NSW and Tasmania did not report on this indicator in 2006-07 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.7 and 2.3 (that is, for every hour worked in the year, between 1.7 and 2.3 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 (prisoners)*

The prisoner education rate is an indicator of effectiveness (box 8.8).

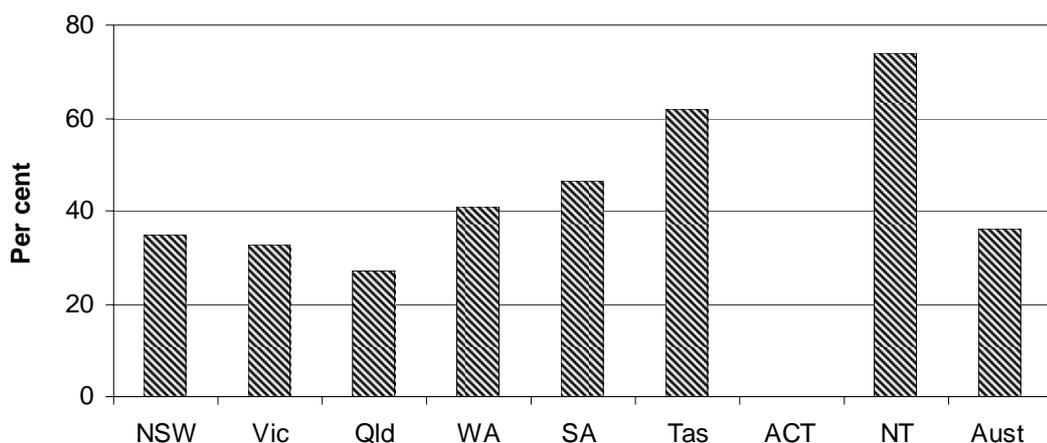
### Box 8.8 Education (prisoners)

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community. A high 'education' participation rate indicates better performance towards achieving this objective.

The prisoner education rate 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). 'Prisoner education' rates 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. The indicator does not assess participation relative to individual prisoner needs, or measure successful completion of education programs.

Nationally, 36.1 per cent of eligible prisoners participated in accredited education and training courses in 2006-07 (figure 8.11). Vocational Education and Training courses had the highest participation rate (29.3 per cent). Nationally, 8.4 per cent of eligible prisoners took part in secondary school education, 4.2 per cent in Pre-certificate Level 1 courses, and 1.8 per cent in higher education (table 8A.21).

Figure 8.11 Percentage of prisoners enrolled in education and training, 2006-07<sup>a</sup>



<sup>a</sup> Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

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

---

### *Offence related programs*

The Steering Committee has identified ‘offence related programs’ as an indicator of the effectiveness of corrective services (box 8.9). No data were available for the 2008 Report.

**Box 8.9      Offence related programs**

Meeting the objective of providing program interventions to reduce the risk of re-offending includes providing offence related programs that address criminogenic behaviour and, for prisoners released from custody, maximise their prospects for successful reintegration as law-abiding citizens into the community.

This indicator has been identified for development and reporting in the future.

### *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 efficiency (box 8.10).

---

**Box 8.10 Cost per prisoner/offender**

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

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

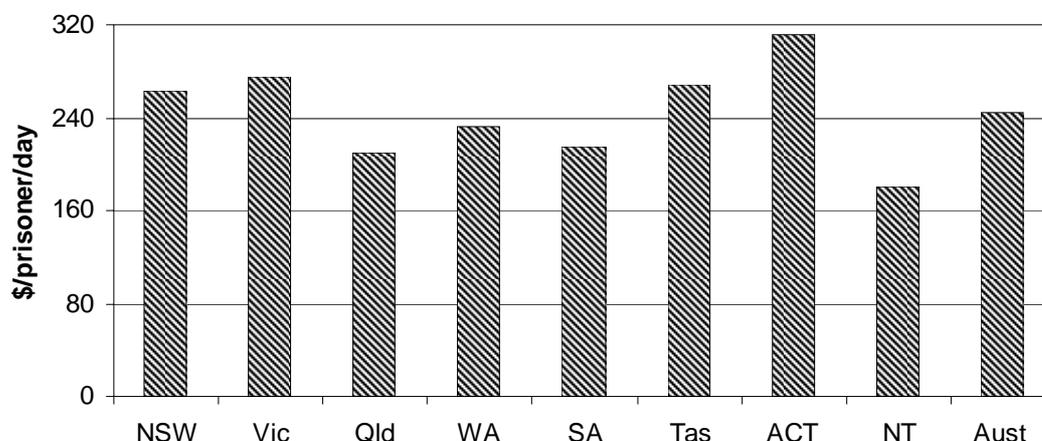
Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, may reflect less emphasis on providing prisoner programs to address the risk of re-offending. Unit costs are also affected by differences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

The capital costs included in this section are the user cost of capital and depreciation for government owned prisons, and debt servicing fees for privately owned facilities. The user cost of capital is the cost of the funds tied up in government capital 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 2006-07, the total cost per prisoner per day, comprising net recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was \$245 (figure 8.12).

Figure 8.12 Total cost per prisoner per day, 2006-07<sup>a</sup>

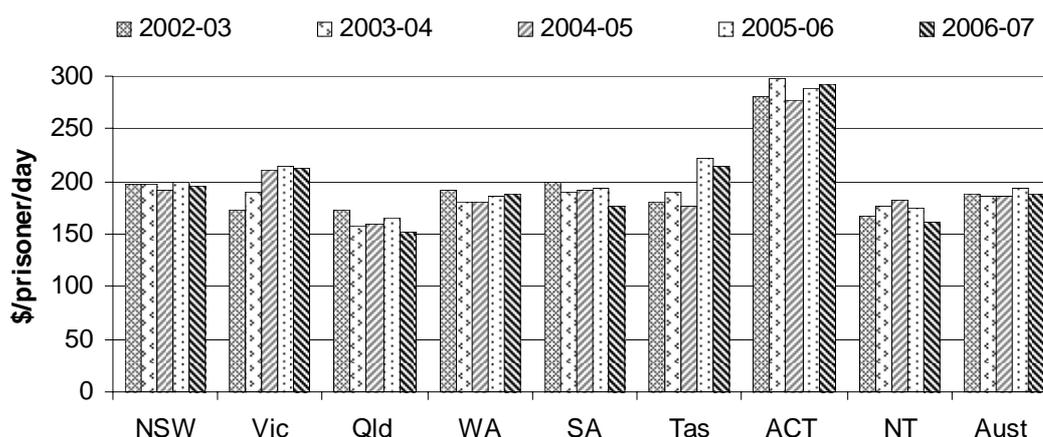


<sup>a</sup> Total net cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), depreciation and debt service fees where applicable. Total cost excludes the cost of transport and escort services where these are reported separately by jurisdictions.

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

The real recurrent cost per prisoner per day decreased from \$188 nationally in 2002-03 to \$187 in 2006-07 (figure 8.13). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.13 Real recurrent cost per prisoner per day (2006-07 dollars)<sup>a, b</sup>

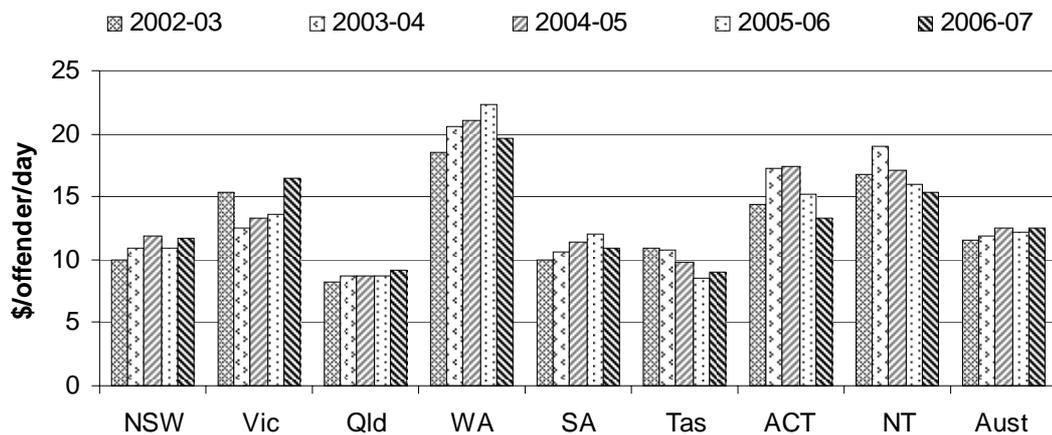


<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax and capital costs. <sup>b</sup> Data for previous years were adjusted to 2006-07 dollars using the gross domestic product price deflator (table AA.26).

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

Nationally, the real recurrent cost per offender per day was \$13 in 2006-07 compared to \$11 in 2002-03 (figure 8.14). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.14 Real recurrent cost per offender per day (2006-07 dollars)<sup>a, b</sup>



<sup>a</sup> Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax and capital costs. <sup>b</sup> Data for previous years were adjusted to 2006-07 dollars using the gross domestic product price deflator (table AA.26).

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

### Offender-to-staff ratio

‘Offender-to-staff ratio’ is an indicator of efficiency (box 8.11).

#### Box 8.11 Offender-to-staff ratio

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

The offender-to-staff ratio is defined as the 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.

This indicator assesses the number of staff relative to the daily average number of offenders, providing a ‘snapshot’ measure (a count of individuals at a specific point in time), rather than a ‘flow’ measure (a count of individuals across a period of time). Flow measures will be addressed in future reports by the offender registration-to-staff ratio indicator (box 8.12).

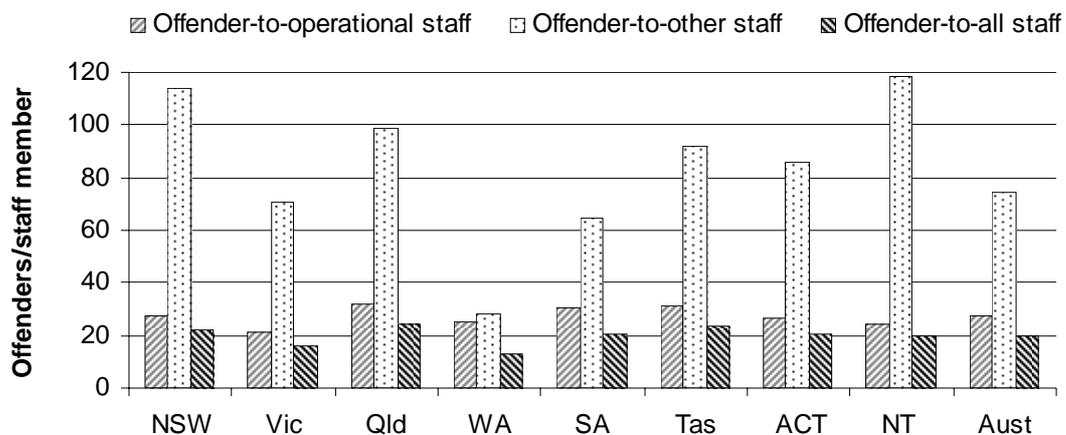
(Continued on next page)

**Box 8.11 (Continued)**

As with other efficiency indicators, it is difficult to interpret the offender-to-staff ratio in isolation, as it needs to be considered in conjunction with effectiveness indicators. A low ratio may, 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.

Nationally, on a daily average basis, there were 20 offenders for every one full-time community corrections staff member in 2006-07 (figure 8.15). The ratio was 27 offenders per operational staff member and 74 offenders per other staff member (table 8A.22).

**Figure 8.15 Community corrections offender-to-staff ratios, 2006-07**



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

*Offender registrations-to-staff ratio*

The Steering Committee has identified ‘offender registrations-to-staff ratio’ as an indicator of the efficiency of corrective services (box 8.12). No data were available for the 2008 Report.

---

**Box 8.12 Offender registrations-to-staff ratio**

The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. This indicator assesses the number of staff relative to the number of new offenders registered during the year to provide a measure of 'flow' (a count of individuals across a period of time), as opposed to a 'snapshot' (a count of individuals at a specific point in time), which is addressed by the offender-to-staff indicator (box 8.11).

This indicator has been identified for development and reporting in the future.

*Prison utilisation*

'Prison utilisation' is an indicator of efficiency (box 8.13).

**Box 8.13 Prison utilisation**

The extent to which prison design capacity is meeting the demand for prison accommodation provides a measure of efficient resource management by corrective services.

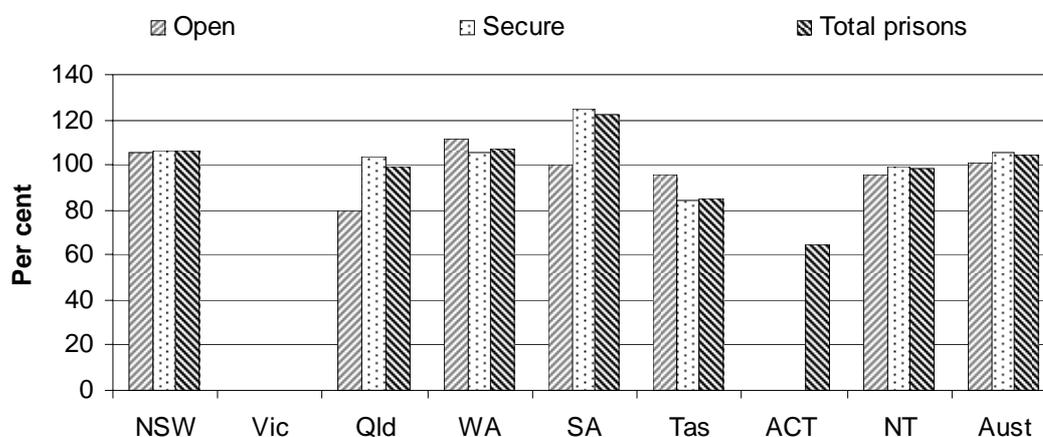
'Prison utilisation' is defined as the annual daily average prisoner population as a percentage of the number of single occupancy cells and designated beds in shared occupancy cells that is provided for in the design capacity of the prisons, reported separately for open and secure custody.

It is generally accepted that the preferred rate 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. 'Prison utilisation' rates 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 rate, for example, may impact adversely on effectiveness indicators such as 'assaults'.

Nationally, the prison utilisation rate was 104 per cent of prison design capacity in 2006-07. The rate for open prisons was 101 per cent and the rate for secure facilities was 105 per cent (figure 8.16). These figures exclude Victoria as this jurisdiction did not report data for 2006-07.

Figure 8.16 Prison design capacity utilisation rates, 2006-07<sup>a, b</sup>



<sup>a</sup> The ACT data are based on prisoners held in the ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. <sup>b</sup> Victoria did not report on this indicator in 2006-07.

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/absconds*

The ‘escapes/absconds’ rate is an indicator of corrective services contributions to governments’ priority of creating 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 (box 8.14).

#### Box 8.14 Escapes/absconds

Meeting the objective of providing a safe, secure and humane custodial environment includes ensuring that all prisoners comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their being supervised in the community poses a risk to the safety of any person. A zero or low ‘escapes/absconds’ rate indicates better performance towards achieving this objective.

(Continued on next page)

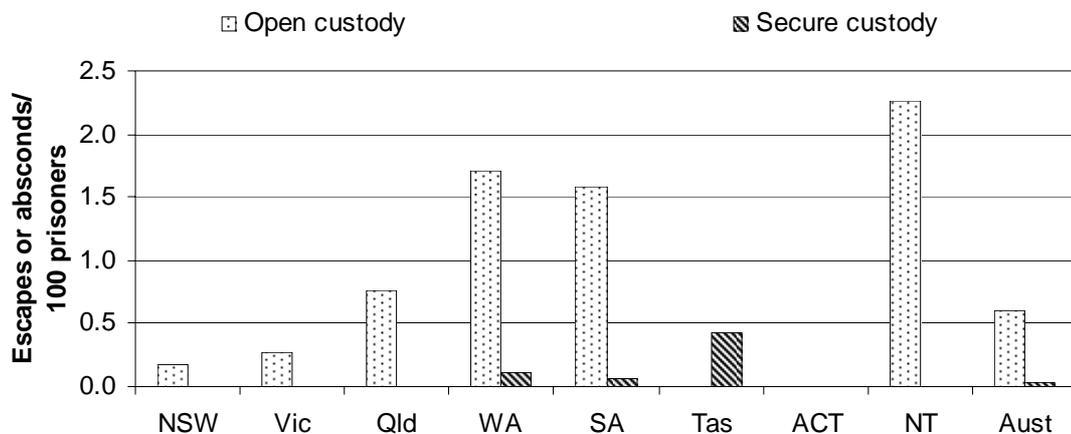
**Box 8.14 (Continued)**

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

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 prisoner populations. A relatively high rate in a jurisdiction with a small prisoner population may represent only a very small number of actual incidents.

Figure 8.17 presents the rates for prisoner escapes/absconds in 2006-07. Nationally, the rate of escapes from open custody was 0.60 and the rate of escape from secure custody was 0.03.

**Figure 8.17 Prisoner escapes/absconds rate, 2006-07<sup>a, b</sup>**



<sup>a</sup> The ACT data are based on prisoners held in the ACT remand facilities and therefore open and secure custody breakdowns are not applicable for that jurisdiction. Escapes from ACT prison facilities are reported against secure custody. <sup>b</sup> All other jurisdictions report on open and secure escape rates. Where no column appears, this indicates zero escapes/absconds.

Source: State and Territory governments (unpublished); table 8A.17.

*Community corrections — completion of community orders*

The percentage of community orders completed is an indicator of the effective management by corrective services of offenders in a manner that ensures offenders comply with the requirements of court orders (box 8.15).

**Box 8.15 Community corrections — completion of community orders**

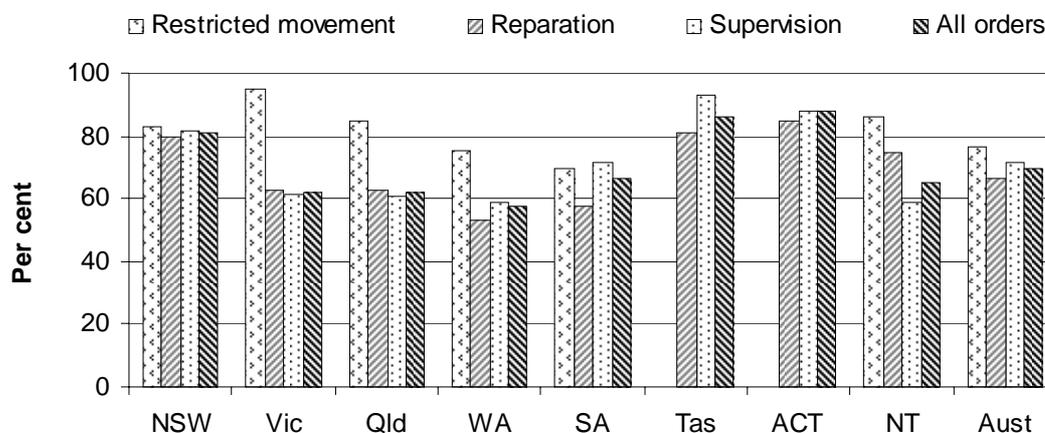
Meeting the objective of providing an effective community corrections environment includes ensuring that offenders comply at all times with the requirements of the court order that has imposed certain conditions on their lives. This may include restrictions on the offender’s liberty (as with home detention), 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. A high percentage of order completions indicates better performance towards achieving an effective community corrections environment.

‘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.

Completion rates should be interpreted with caution. The indicator is affected by differences in the risk levels 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 management of offenders. A high completion rate may mean either exceptionally high compliance or a failure to detect or act on breaches of compliance.

In 2006-07, 70 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (76 per cent), followed by supervision orders at 71 per cent and reparation orders at 66 per cent (figure 8.18).

**Figure 8.18 Completion of community corrections orders, by type of order, 2006-07<sup>a</sup>**



<sup>a</sup> Data for restricted movement orders is not applicable to 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 and the National Corrections Advisory Group, will continue to improve data quality of existing indicators and develop new indicators.

Work will continue in the immediate future to improve the direct comparability of financial indicators, building on work undertaken in 2006-07 to investigate differences between jurisdictions in the scope of functions performed by corrective services that have an impact on reported expenditure. Priority will also be given to identifying and resolving any outstanding comparability issues for other key indicators such as assault rate, order completion, and offender-to-staff ratios.

Work will also continue on developing and trialling indicators for future Reports, specifically 'offence related programs' and 'offender registrations-to-staff ratio'.

In line with the 2007 Strategic Plan for Corrective Services, age standardisation of imprisonment rates, disaggregation of selected indicators by Indigenous status and remoteness areas, as well as the development of access indicators are also being examined for possible incorporation in future Reports.

## **8.5 Jurisdictions' comments**

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

---

## **New South Wales Government comments**

“

NSW is responsible for managing the largest correctional system in Australia. The NSW inmate population has increased by almost 20 per cent since 2002-03, an increase of approximately 400 inmates per year. In 2006-07 the NSW daily average inmate population was 9468, rising to 9729 at its highest point. The daily average periodic detention population was 741. The demand for Community Offender Services (COS), including the supervision of offenders and the preparation of court advice, remained high. In 2006-07, the daily average number of offenders supervised under a community based order was 17 970.

In 2006-07, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner escapes. In 2006-07, NSW reported a record low number of escapes from open custody centres and zero escapes from secure custody facilities.

The rate of successful completions of community based orders remained high at more than 80 per cent in 2006-07, with NSW again performing above the National average. In 2007, NSW established the Special Visitation Group (SVG) within COS. This group of highly trained staff increases community safety and offender compliance by conducting regular unscheduled home visits on high risk offenders outside of normal business hours.

NSW has fully implemented the standardised assessment of risk of re-offending within COS. In 2007, a specialised Offender Assessment Unit was established to provide specialist training and supervision in conducting risk assessments. During 2006-07, NSW made significant advancements in the implementation of the Throughcare strategy, incorporating integrated electronic case management, assessment of risk of re-offending, whole of sentence planning and management and transitional support for pre and post release.

In 2007, as part of the Department's capital works program NSW opened the new Wellington Correctional Centre in central western NSW to meet the demand of the growing inmate population. NSW is currently in the planning stages for a new correctional centre on the NSW south coast. In 2007, NSW also established a new community offender facility in the state's far north. The residential facility is called Bugilmah Burube Wullinje Balund-a, and will provide rehabilitation and reintegration opportunities for offenders serving community based orders.

”

---

## Victorian Government comments

“ Victoria continues to have the lowest overall imprisonment and community corrections rate in the country. Points of particular interest for Victoria in 2006-07 include: no escapes from secure prison custody; no prisoner deaths from apparent unnatural causes; and the highest prisoner employment rates in Australia.

These achievements occurred during a period of significant growth in the prison population, which increased to a daily average of 4044 prisoners in 2006-07, an increase of 10.9 per cent on the 2005-06 daily average of 3648.

Developments during 2006-07 included:

- two of the state's maximum-security prisons for men — Barwon Prison and Melbourne Assessment Prison — received major security upgrades to enhance their capacity to house the State's most challenging prisoners. This included the establishment of Melaleuca, a high-security 27 bed unit with state-of-the-art security technologies, making this unit one of the most secure prison units in Australia
- opening of the 25 bed Judy Lazarus Transition Centre in April 2007, improving Victoria's capacity to help male prisoners to successfully reintegrate into the community after their release from prison
- commencement of construction works for the Wulgunggo Ngalu Learning Place, a culturally appropriate residential facility for up to 20 Koori male offenders who are undertaking community based court orders. This program was designed in response to key recommendations of the Royal Commission into Aboriginal Deaths in Custody
- implementation of the Women's Integrated Support Program (WISP), an intensive pre and post release support program offering case management to women exiting Victorian prisons. The aim of the program is to assist women to resettle into the community, within a framework of addressing needs, achieving goals and reducing offending. A similar program for men will begin in late 2007
- the Department of Justice (DOJ) in conjunction with the Department of Human Services (DHS) conducted a review of forensic medical services. A major outcome of this review was the development of new cross portfolio arrangements in relation to the governance of forensic medical services
- specialist operational and accommodation responses to address the complexities in managing serious high risk sex offenders on Extended Supervision Orders, as well as developmental work to progress a new model for post-sentence detention and supervision of all high-risk sex offenders in response to interim reports from the Victorian Sentencing Advisory Council
- a major review of correctional policies and procedures to ensure alignment with new Human Rights Charter legislation commencing on 1 January 2008.

---

## Queensland Government comments

“

The growth in prison population continued during 2006-07, with a 3.7 per cent increase to a daily average of 5649 prisoners. The number of offenders under supervision within the community also increased during the year from a daily average of 12 024 in 2005-06 to 12 250 in 2006-07.

Achievements of particular note within this report include no escapes from a secure custody prison; effective infrastructure planning as reflected in the prison capacity utilisation rates; and continued cost efficiency.

The new *Corrective Services Act 2006* was enacted in August 2006, and provides for the safe and humane containment, supervision and rehabilitation of offenders while ensuring the safety of the community and the staff who work in the correctional system. The Act includes:

- a new security classification system for offenders in custody
- the abolition of remission and conditional release
- a new parole system which ensures that offenders are under supervision for the entire sentence imposed by the court
- the introduction of Court-ordered parole
- a new parole board structure that includes a Queensland Parole Board and two regional boards
- the removal of an offender's ability to request judicial review of classification, transfer or placement decisions
- prohibitions on offenders in custody running a business, changing their names without consent, or applying for assisted reproductive technology
- greater recognition of victims' rights through the provision of information to victims of crime, and allowing victims of crime to make submissions to a Parole Board.

The rollout of the new Probation and Parole model was also completed during the year. The new model includes improved supervision and surveillance methods, stronger links with the courts and the judiciary, and community-based rehabilitation programs to help offenders get their lives back on track.

Queensland Corrective Services also reformed its program and service delivery model to provide for integrated offender management that commences when offenders first enter the correctional system and continues after they are released into the community.

”

---

## Western Australian Government comments

“ The Department of Corrective Services is the government agency in Western Australia responsible for delivering adult custodial and community justice services. 2006-07 represents the Department's first full year of operation following the separation from the Department of Justice.

The focus during the year was the Department's Strategic Plan 'Building the Foundations' which outlined the Department's core business and the priorities for the reform program. The Plan's foundation phase established the new department with the focus on core issues such as better leadership, professionalism and continuous improvement to provide a solid foundation for the future. It included strategies to address: safety and security issues; prison infrastructure; appropriate prison officer and community justice officer staffing levels; training and development; intelligence systems; prisoner classification; case management; standards and procedures for assessment and management of risks posed by offenders; and mechanisms for professionalism, ethics and integrity. The Plan was geared at establishing the systems and resources to effectively deliver offender management services, both within the department and in partnership with government agencies and the community.

In 2006-07, Western Australia managed an average daily prisoner population of 3622, an increase of 5.6 per cent over the previous year. Prisoner numbers during the year ranged from a low of 3524 in January 2007 to a peak of 3847 in June 2007. Indigenous prisoners accounted for 41 per cent of the total prisoner population, with an average daily population of 1497 — an increase of 9.7 per cent over the previous year. The rise in the prisoner population has necessitated the implementation of a number of short and medium term strategies, including multi-occupancy cells; construction of additional accommodation at three prisons; upgrading of Broome Regional Prison and planning for a new Eastern Goldfields Regional Prison; and a new multi security prison in Derby. The Reducing Aboriginal Imprisonment Strategy continued throughout 2006-07, with the long term aim of reducing Aboriginal imprisonment and improving the integration of these offenders following their release from custody.

Western Australia managed an average of 5241 adult offenders in the community, a decrease of 282 offenders (5.4 per cent) over the previous year. The proportion of Indigenous offenders managed in the community remained at 32 per cent. In better managing the complex needs of this client group, a number of new positions were created to: manage high risk offenders; deliver specialised training; improve the timeliness of returning breaches to the courts; and improve service to releasing authorities. The Re-entry Link and Transitional Accommodation Support Services programs continue to achieve positive results with a high commendation in the 2006 Premier's Awards, while the Community and Juvenile Justice Demand Model won the Governance and Public Sector Improvement category at the same awards.

”

---

### South Australian Government comments

“ South Australia has continued to experience growth in prisoner numbers, with an increase to an average of 1686 prisoners for the 2006-07 financial year — 138 more than the previous year average. Intakes into custody during this period totalled 3696 persons. Of these, 3206 were unsentenced (on remand). The remaining 490 persons commenced a court ordered prison sentence.

The demand for community based services during 2006-07 remained relatively consistent, both in terms of demand for court advice and the subsequent flow of offenders sentenced to community based orders. 8736 offenders received a community based sanction. The Department completed 4901 Court Reports during the financial year.

To address immediate pressure on prison capacity, the South Australian Government has funded an additional 125 prison beds throughout the State in 2007-08. The growth in prisoner numbers has been carefully monitored and responsible solutions will continue to be implemented until new prisons become operational in 2011. The Department has also scheduled a number of Community Corrections offices for upgrade and renewal.

There were two unnatural deaths in custody during the 2006-07 financial year. These deaths again highlight the Department's need for constant vigilance with prisoners presenting with increasing levels of risks and more complex needs. It is expected that ongoing improvements in prisoner risk assessment and the planned custodial capacity increases will achieve improved outcomes.

The Department continues to improve the services for aboriginal offenders in the Anangu Pitjantjatjara Yankunytjatjara (APY) lands. A culturally relevant program has been successfully introduced to address family violence. The program is a cross-border initiative with the Northern Territory and Western Australia. ”

---

## Tasmanian Government comments

“

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

In 2006-07 the demand for Community Corrections in Tasmania continued to grow, with increases in the number of people on both reparation and supervision orders. Community Corrections maintains a strategy of ongoing improvement of the consistency and quality of offender management practices. As part of this, in 2006-07 Community Corrections:

- continued to work on the review of the statewide policy and procedures manual, and the enhancement of the quality and consistency of reports produced for the Courts and the Parole Board
- carried out extensive planning to integrate the Family Violence Offender Intervention Program (FVOIP) into Community Corrections in 2007-08
- provided training to staff to allow the delivery of a regular series of the Offending is Not the Only Choice Program across the state
- was awarded the tender for provision of the Case Management of adult offenders for the Court Mandated Diversion program, and worked extensively with the project team regarding implementation of this program.

Community Corrections has continued to work closely with the Prison Service. This has included the development of programs aimed at ensuring continuity for offenders across Corrective Services in Tasmania, and the collation and publication of statistics on the provision of Corrective Services in Tasmania.

The new men's prison, Risdon Prison Complex, was commissioned in September 2006 and has a capacity for 297 inmates in maximum and medium security accommodation. The Mary Hutchinson Women's Prison, which can accommodate 46 minimum, medium and maximum-security inmates, was commissioned in two stages from May to September 2006. The refurbished Ron Barwick Minimum Security Prison for male inmates will be fully commissioned in 2007-08.

The Tasmania Prison Service continued to progress the new model of Integrated Offender Management with additional programs provided for inmates throughout 2006-07 aimed at reducing re-offending.

The recruitment and training process for correctional officers was reviewed, which resulted in the induction course for new officers being lengthened to 14 weeks to cover all the elements of the new operating model for Tasmanian prison facilities.

Tasmania's small size and prisoner/offender populations must be taken into account when comparing indicators across jurisdictions. Very small changes in absolute figures can result in significant changes in rates or percentages, making broad comparisons with other jurisdictions misleading.

”

---

## Australian Capital Territory Government comments

“

In 2006-07, the imprisonment rate per 100 000 of the adult population decreased to 65.4. The ACT still has the lowest imprisonment rate nationally.

Legislative changes relating to the administration of periodic detention have resulted in a marked increase in the number of people attending periodic detention. In 2006-07, the number of detainees attending for periodic detention increased, to an average of 37 per weekend, even though the periodic detention rate slightly decreased to 21.7 per 100 000 of the adult population. As the useable periodic detention capacity remained constant at 30, a number of measures were implemented to ensure that detainees were able to be accommodated.

The recurrent cost per prisoner per day for all prisoners increased in 2006-07 to \$291.7 per day. The high cost is driven by the age, the poor design and the inadequate state of the remand centres in the ACT. It should also be noted that the ACT has no control over the costs of prisoners accommodated in NSW correctional facilities, as these costs are part of a contractual agreement with NSW.

In relation to community corrections, the total number of persons supervised increased in 2006-07. However, the community corrections rate per 100 000 of the adult population remains reasonably constant at 470.6 compared to the previous year, while the recurrent cost per offender per day dropped in 2006-07 to \$13.3 per day.

Work continued during 2006-07 on the construction of the Alexander Maconochie Centre, the ACT's first prison. Activity on the Hume site is continuing and the project is well advanced.

With the commissioning of the Alexander Maconochie Centre scheduled for August 2008, the ACT is embarking upon extensive training of staff and mass recruitment to ensure a smooth transition to the new facility.

As part of the transition, prison legislation has been passed — the Corrections Management Act 2007 — to cover the full ambit of correctional activities. With the Act crafted on the basis of human rights, work is being undertaken to develop approximately 135 policies and procedures for the new facility.

”

---

## Northern Territory Government comments

“ The delivery of most services in the Northern Territory is strongly influenced by the significant proportion of the population residing in rural and remote communities, and that almost 30 per cent of the NT population identify themselves as Aboriginal or Torres Strait Islander. NT criminal activity is disproportionately associated with young adult Indigenous males.

The NT prison population continued to increase and rose by over 5 per cent, from a daily average of 791 in 2005-06 to 834 in 2006-07. Prison capacity in the NT had a net increase of 50 beds from the beginning of 2006-07 with the opening of the new Living Skills Unit at Darwin Correctional Centre.

The NT Community Corrections offender population also rose by 5 per cent, from a daily average of 1125 in 2005-06 to 1183 in 2006-07.

Performance highlights and new initiatives during 2006-07 include:

- continuation of the three-year staged implementation of the Integrated Offender Management System. Work started on the planning and implementation of integrated throughcare assessment and case management work practices and procedures
- commenced the implementation of the ‘Strengthening Community Corrections’ initiative announced in October 2006. During 2007, recruitment of additional Probation and Parole Officers commenced, along with recruitment of an Intensive Case Management Coordinator. In addition, a working protocol has been developed with Northern Territory Police to ensure the timely sharing of information on high risk community based offenders under the supervision of Community Corrections
- established a job centre at Darwin Correctional Centre for job seeking prisoners, to assist them to find employment upon release from prison. Developed training partnerships with various education and training organisations to provide skills training to prisoners to improve their reintegration and rehabilitation prospects.

Due to the NT’s small prisoner/offender populations, minor changes in absolute 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

<b>24-hour court cell</b>	A place of detention located in court and/or police complexes managed by correctional officers and that accommodates sentenced or unsentenced prisoners for short periods of time (not including holding cells).
<b>Assault</b>	<p>An act of physical violence committed by a prisoner resulting in a physical injury that may or may not require short term medical intervention of a non-hospitalised nature. An assault is recorded where either:</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 expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. It is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.</p>
<b>Average number of hours to be worked per offender</b>	The balance of community work hours to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.
<b>Average number of hours actually worked per offender</b>	The number of actual hours worked per offender with a work order in the counting period.
<b>Capital cost per prisoner/offender</b>	The daily cost per prisoner/offender, based on the user cost of capital (calculated as 8 per cent of the value of government assets), the depreciation cost for government owned prisons/facilities, and debt servicing fees for privately owned facilities.
<b>Community corrections</b>	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.
<b>Community corrections rate</b>	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.

---

<b>Community corrections staff</b>	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.
<b>Community custodial facilities</b>	Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) in Queensland.
<b>Completion rate of community orders</b>	The proportion of community orders successfully completed (by order type) within the counting period.
<b>Daily average prisoner/periodic detention/offender population</b>	The average number of prisoners, periodic detainees and/or offenders during the counting period.
<b>Education rate</b>	<p>The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:</p> <ul style="list-style-type: none"> <li>• those in centres where the policy is not to provide education programs or where education programs are not available (that is, remand centres, 24-hour court cells)</li> <li>• remandees for whom access to education is not available</li> <li>• hospital patients who are medically unable to participate</li> <li>• fine defaulters (who are incarcerated for only a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>
<b>Employment (community corrections)</b>	The number of community work hours worked per offender during the counting period.
<b>Employment (prisoners and periodic detainees)</b>	<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"> <li>• remandees who choose not to work</li> <li>• hospital patients or aged prisoners who are unable to work</li> <li>• prisoners whose protection status prohibits access to work</li> <li>• fine defaulters (who are only incarcerated for a few days at a time)</li> <li>• subgroups of the above categories.</li> </ul>

---

<b>Escapes/absconds rate (open/secure)</b>	A person who escapes or absconds from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes/absconds by the daily average open/secure prison population, multiplied by 100.
<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>Inactive order and/or in suspense</b>	Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.
<b>Indigenous status</b>	Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self-disclosure.
<b>New offender registrations-to-staff ratio</b>	The level of staff supervision based on the number of staff employed and the total number of new offender registrations (that is, the number of new and/or existing offenders registered with community corrections during the counting period with a new set of orders).
<b>Number of correctional facilities</b>	A facility gazetted as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including community custodial facilities and 24-hour court cell centres.
<b>Offence-related programs</b>	A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.
<b>Offender</b>	An adult person subject to a current community-based corrections order (including bail supervision by corrective services).
<b>Offender-to-staff ratio</b>	The level of staff supervision based on the number of staff employed and the average number of offenders.
<b>Open custody</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>Out-of-cell hours</b>	The time during which prisoners are not confined to cells, averaged over all days of the year.
<b>Periodic detainee</b>	A person subject to a periodic detention order.
<b>Periodic detention</b>	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.

---

<b>Periodic detention rate</b>	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.
<b>Periodic detention utilisation rate</b>	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.
<b>Personal development</b>	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
<b>Prison</b>	A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities.
<b>Prison design capacity utilisation rate</b>	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.
<b>Prisoner</b>	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
<b>Private prison</b>	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
<b>Rate of return to community corrections</b>	The proportion of offenders completing a community order, not subject to further supervision/contact with corrective services upon completion, who return to community corrections with a new correctional sanction within two years of the last community order completion date.
<b>Rate of return to corrections</b>	<p><i>Prisoners:</i> The proportion of sentenced prisoners who return to corrective services with a new correctional sanction within two years of completing a prison sentence.</p> <p><i>Community corrections:</i> The proportion of offenders not subject to further supervision/contact with corrective services upon completion of an order who return to corrective services with a new correctional sanction within two years of the last community order completion date.</p>
<b>Rate of return to prison</b>	The proportion of sentenced prisoners who return to prison with a new correctional sanction within two years of completing a prison sentence.
<b>Ratio of number of hours ordered to actual hours worked per offender</b>	The ratio of number of hours ordered to be worked to number of hours actually worked during the counting period per offender with a work order.
<b>Recurrent cost per prisoner/offender</b>	The daily cost of managing a prisoner/offender, calculated against recurrent expenditure net of consolidated funds and receipts (that is, own source revenue), payroll tax and capital costs.
<b>Recurrent expenditure</b>	Expenditure of an ongoing nature incurred in the provision of government services or programs, including salaries, maintenance and working expenses, grants and subsidies, other services, expenditure incurred by other departments on behalf of corrective services, contracted management services, and relevant expenditure by umbrella and other departments, but excluding payroll tax.

---

<b>Reparation (i)</b>	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.
<b>Reparation (ii)</b>	In the broader context of this data collection, refers to work undertaken by prisoners or offenders that benefits the community directly or indirectly by reducing costs to the taxpayer.
<b>Restricted movement</b>	A subcategory of community-based corrections that refers to offenders who are subject to a system of restricted movement, including supervision and/or electronic monitoring (for example, home detention).
<b>Secure custody</b>	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
<b>Serious assault</b>	<p>An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including:</p> <p>(a) harm requiring medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility (for example, prison clinic, infirmary, hospital or a public hospital)</p> <p>(b) harm requiring extended periods of ongoing medical treatment</p> <p>(c) all acts of sexual assault.</p>
<b>Supervision (compliance)</b>	A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation).
<b>Transitional Centre</b>	Facilities administered by corrective services for the purpose of accommodating prisoners prior to their release from custody.
<b>Unnatural deaths rate</b>	<p>The death wherever occurring (including hospital) of a person:</p> <ul style="list-style-type: none"> <li>• who is in prison custody</li> <li>• whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care, while in such custody</li> <li>• who dies or is fatally injured in the process of prison officers attempting to detain that person</li> <li>• who dies or is fatally injured in the process of that person escaping or attempting to escape from prison custody</li> <li>• 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> <p>The rate is expressed per 100 prisoners, calculated by dividing the number of deaths by the daily average prisoner population, multiplied by 100.</p>
<b>Work order</b>	A community service order or bond that imposes work upon an offender. (In some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

Source: NCAG (2007).

---

## 8.7 Attachment tables

Attachment tables are identified in references throughout this appendix by an 'A' suffix (for example, table 8A.3 is table 3 in the attachment). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). On the CD-ROM, the files containing the attachment tables are provided in Microsoft Excel format as \Publications\Reports\2008\Attach8A.xls and in Adobe PDF format as \Publications\Reports\2008\Attach8A.pdf. Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

<b>Preamble</b>	<b>Corrective services</b>
<b>Table 8A.1</b>	Average daily prisoner population
<b>Table 8A.2</b>	Correctional custodial facilities, at 30 June 2007 (number)
<b>Table 8A.3</b>	Average daily community corrections offender population
<b>Table 8A.4</b>	Imprisonment and community corrections rates, by sex and Indigenous status (per 100 000 adults)
<b>Table 8A.5</b>	Imprisonment and community correction rates, by year (per 100 000 adults)
<b>Table 8A.6</b>	Expenditure on prisons and community corrections, 2006-07
<b>Table 8A.7</b>	Expenditure per prisoner and offender, 2006-07
<b>Table 8A.8</b>	Real recurrent expenditure on prisons (2006-07 \$'000)
<b>Table 8A.9</b>	Real recurrent cost per prisoner per day (2006-07 dollars)
<b>Table 8A.10</b>	Real recurrent expenditure on community corrections (2006-07 \$'000)
<b>Table 8A.11</b>	Real recurrent cost per offender per day (2006-07 dollars)
<b>Table 8A.12</b>	Real recurrent expenditure on corrective services including depreciation, 2006-07
<b>Table 8A.13</b>	Real recurrent expenditure on corrective services including depreciation per head of population per year (2006-07 dollars)
<b>Table 8A.14</b>	Prison assault rates, 2006-07 (per 100 prisoners)
<b>Table 8A.15</b>	Death rates from apparent unnatural causes, by Indigenous status, 2006-07 (per 100 prisoners)
<b>Table 8A.16</b>	Death rates from apparent unnatural causes, by year and Indigenous status (per 100 prisoners)
<b>Table 8A.17</b>	Escapes/absconds rates, 2006-07 (per 100 prisoners)
<b>Table 8A.18</b>	Prisoner out-of-cell hours, 2006-07 (average hours per day)
<b>Table 8A.19</b>	Completion of community corrections orders, by type of order, 2006-07 (per cent)
<b>Table 8A.20</b>	Prisoner employment and offender community work rates, 2006-07 (per cent)
<b>Table 8A.21</b>	Prisoner education and training rates, 2006-07 (per cent)

- 
- Table 8A.22** Community corrections offender-to-staff ratios, 2006-07  
**Table 8A.23** Prison design capacity utilisation rates, 2006-07 (per cent)  
**Table 8A.24** Categorisation of correctional sanctions (operating during 2006-07)

**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

---

## **8.8 Reference**

NCAG (National Corrections Advisory Group) 2007, *Corrective Services Data Collection Manual 2006-07*, Victoria, unpublished.