
8 Corrective services

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Attachment tables

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

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

The term 'prisoners' is used in this chapter to refer to people held in full time custody under the jurisdiction of an adult corrective services agency. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand. 'Detainees' refers to people subject to a periodic detention order, 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 justice¹ (which is reported in chapter 15, Protection and support services)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of Health departments)
- prisoners held in police custody (who are covered in chapter 6, Police services chapter)
- people held in facilities such as immigration or military detention centres.

The jurisdictional data reported in this chapter provided by the State and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (NCAG), (unpublished) *Corrective Services Data Collection Manual 2007-08*.

The major improvements to reporting in the Corrective services chapter this year include:

- refinement of definitions and counting rules to improve comparability of indicators across jurisdictions.
- imprisonment rates for Indigenous and non-Indigenous prisoners are now reported as age standardised rates along with the previously reported crude rates.
- the categorisation of correctional sanctions has been redeveloped to allow more useful comparisons across jurisdictions.
- disaggregations of a number of data items provided for the current year only in national tables of previous reports are now included as five-year series data in single jurisdictional tables.

¹ As of 2004-05, corrective services in NSW manages one 40-bed facility that houses males aged 16 to 18. These young offenders are included in the daily average number of prisoners and are 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 has therefore not been added to each table and figure as a footnote.

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, 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 2007-08, 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 2007-08. 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

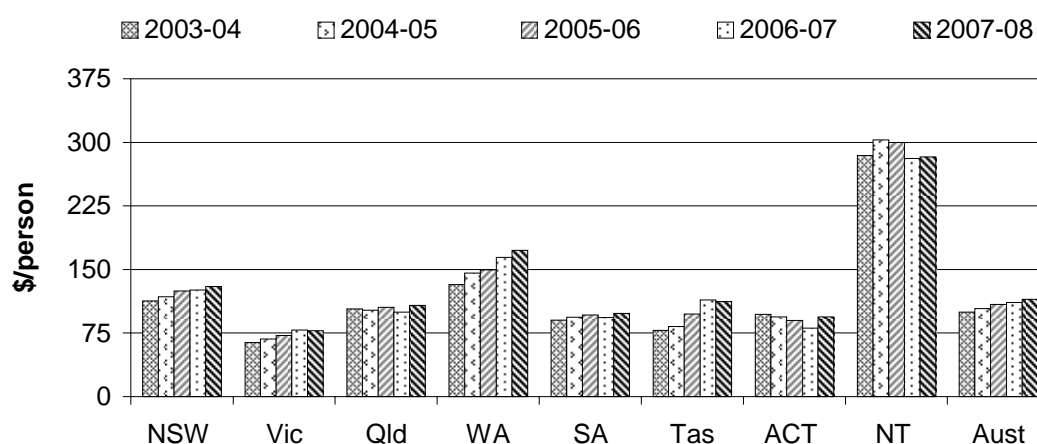
Reported total net recurrent and capital expenditure on prisons (including periodic detention centres), net of revenue derived from own sources and excluding payroll tax and expenditure on transport/escort services², totalled \$2.6 billion nationally in 2007-08. The equivalent figure for community corrections was \$0.3 billion (table 8A.6). Capital expenditure comprises depreciation, debt servicing fees, and user cost of capital.

² Transport and escort service expenditure for 2007-08 was reported separately from overall prison expenditure by NSW, Victoria, Queensland, SA and the ACT (table 8A.6).

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, payroll tax, capital costs of debt servicing fees and user cost of capital) and includes depreciation. Net recurrent expenditure on corrective services including depreciation was \$2.4 billion in 2007-08 — an increase of 5.4 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 \$100 in 2003-04 to \$115 in 2007-08 (figure 8.1).

Figure 8.1 Real expenditure on corrective services per head of population (2007-08 dollars)^{a, b, c}



^a 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. ^b Per person cost is calculated using total population (all ages). ^c Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 100) (table AA.26).

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

Size and scope of sector

Prison custody

Corrective services operated 119 custodial facilities nationally at 30 June 2008 (table 8A.2). These comprised 87 government-operated prisons and seven privately-operated prisons, three government-operated community custodial

facilities, eight periodic detention centres, and fourteen 24-hour court-cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 8A.2).

On average, 26 455 people per day (excluding periodic detainees) were held in Australian prisons during 2007-08 — an increase of 2.1 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 784 people per day were serving periodic detention orders in NSW and the ACT in 2007-08 — a decrease of 1.6 per cent from the 2006-07 average.

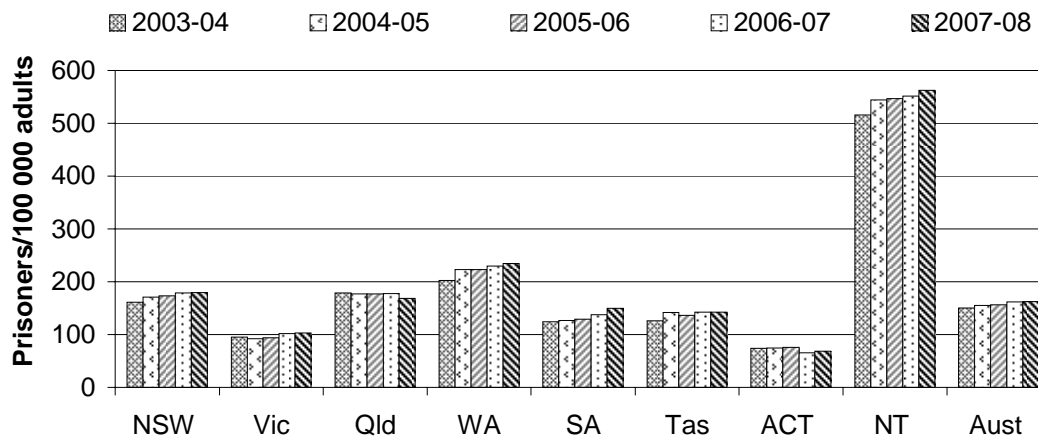
Excluding periodic detainees, 23.7 per cent of prisoners were held in open prisons and 76.3 per cent were held in secure facilities in 2007-08. A daily average of 4398 prisoners (16.6 per cent of the total Australian prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.1).

Nationally, the daily average number of prisoners (excluding periodic detainees) in 2007-08 comprised 24 584 males and 1871 females — 92.9 per cent and 7.1 per cent of the prison population respectively. The daily average number of Indigenous prisoners was 6505 — 24.6 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 162.6 per 100 000 Australian adults in 2007-08, compared to 162.0 in 2006-07 (figure 8.2). On a gender basis, the national imprisonment rate was 306.9 per 100 000 adult males and 22.6 per 100 000 adult females in 2007-08 (table 8A.4).

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



^a Non-age standardised rates, based on the daily average prisoner population numbers supplied by States and Territories, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). ^b The ACT rates include prisoners held in the ACT and ACT prisoners held in NSW prisons. NSW rates exclude ACT prisoners held in NSW prisons.

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

The national (crude) imprisonment rate per 100 000 Indigenous adults in 2007-08 was 2156.6 compared with a corresponding rate of 123.2 for non-Indigenous prisoners (figure 8.3).

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

Figure 8.3 **Indigenous and non-Indigenous crude imprisonment rates, 2007-08^{a, b, c}**



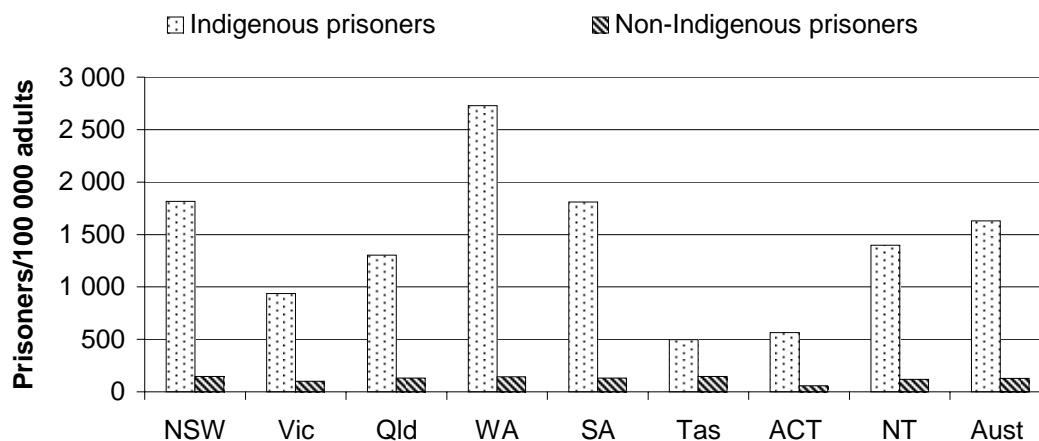
^a Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). ^b The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

Source: ABS (unpublished) derived from *Australian Demographic Statistics*, December quarter, 2007 (preliminary), Cat. no. 3101.0; ABS (unpublished) derived from *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0; State and Territory governments (unpublished); table 8A.4.

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, allowing a more valid comparison to be made between populations.

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2007-08 was 1630.4 compared with a corresponding rate of 128.2 for non-Indigenous prisoners (figure 8.4). This represents a ratio of 12.7, compared to a ratio of 17.5 for the crude imprisonment rate.

Figure 8.4 **Indigenous and non-Indigenous age standardised imprisonment rates, 2007-08^a**



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

Source: ABS (unpublished) derived from *Australian Demographic Statistics*, December quarter, 2007 (preliminary), Cat. no. 3101.0; ABS (unpublished) derived from *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0.; ABS (unpublished) derived from *Prisoners in Australia*, Cat. no 4517.0; State and Territory governments (unpublished); table 8A.4.

While imprisonment rates for Indigenous people, whether calculated on a crude or age standardised basis, are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 74.4 per cent of all prisoners were non-Indigenous in 2007-08 (table 8A.1).

Community corrections

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

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

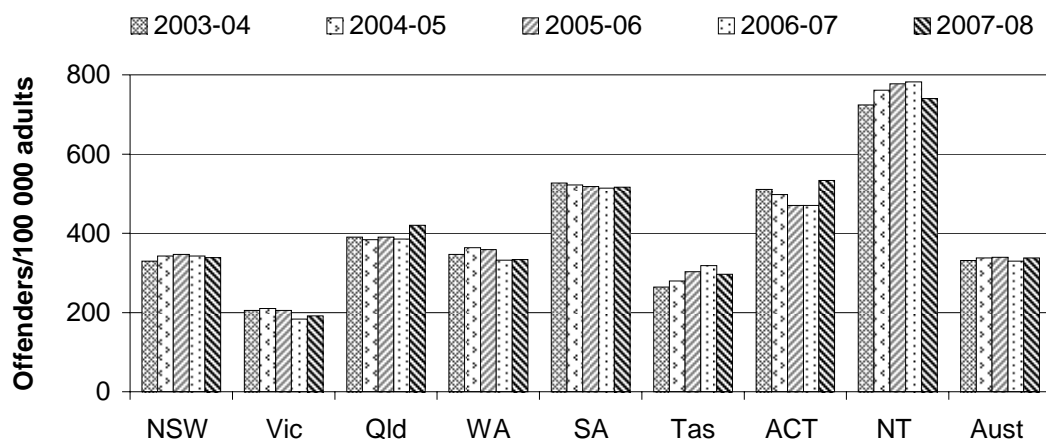
All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2007-08. In most states and territories, fine default orders are administered by community corrections and bail supervision by corrective services operates in a number of jurisdictions (table 8A.24).

A daily average of 54 914 offenders were serving community corrections orders across Australia in 2007-08 — an increase of 4.3 per cent from the previous year's average (table 8A.3). This daily average comprised 44 815 males (81.6 per cent), 9920 females (18.1 per cent) and 178 offenders whose gender was not reported. The daily average comprised 9918 Indigenous offenders (18.1 per cent of the total community correction population), 43 289 non-Indigenous offenders (78.8 per cent) and 1706 people whose Indigenous status was unknown (table 8A.3).

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

The national community corrections rate was 337.5 per 100 000 adults in 2007-08 compared to 329.4 in 2006-07 (figure 8.5).

Figure 8.5 **Community corrections rates, total offenders, five-year trends^{a, b}**



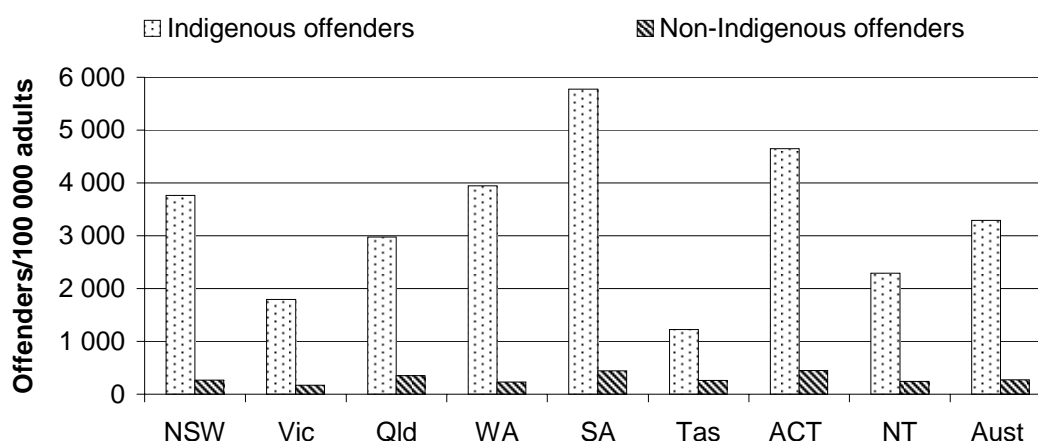
^a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). ^b Includes people on inactive orders,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

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

The national rate for female offenders was 120.1 per 100 000 adult females, compared with the corresponding rate of 559.5 for adult males in 2007-08 (table 8A.4). The national rate for Indigenous offenders in 2007-08 was 3288.2 per 100 000 Indigenous adults compared with 271.1 for non-Indigenous offenders (figure 8.6).

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

Figure 8.6 **Indigenous and non-Indigenous community corrections rates, 2007-08^{a, b}**



^a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates (population data supplied by the ABS National Centre for Crime and Justice Statistics). ^b Excludes offenders whose Indigenous status was reported as unknown.

Source: ABS (unpublished) *Australian Demographic Statistics*, December quarter, 2007 (preliminary), Cat. no. 3101.0; ABS (unpublished) derived from *Experimental Projections Aboriginal and Torres Strait Islander Population*, Cat. no. 3231.0; State and Territory governments (unpublished); table 8A.4.

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 2009 Report (figure 8.7). For data that are

not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Box 8.1 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.

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

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 may present some historical data that vary from data published in previous reports. In other cases, it has not been possible to recalculate data for past years and inconsistencies within reported data are footnoted in relevant figures and tables.

As of 2007-08, imprisonment rates for Indigenous and non-Indigenous prisoners are reported as both crude and age standardised rates. However, data are not available for calculating age standardised periodic detention or community correction offender rates.

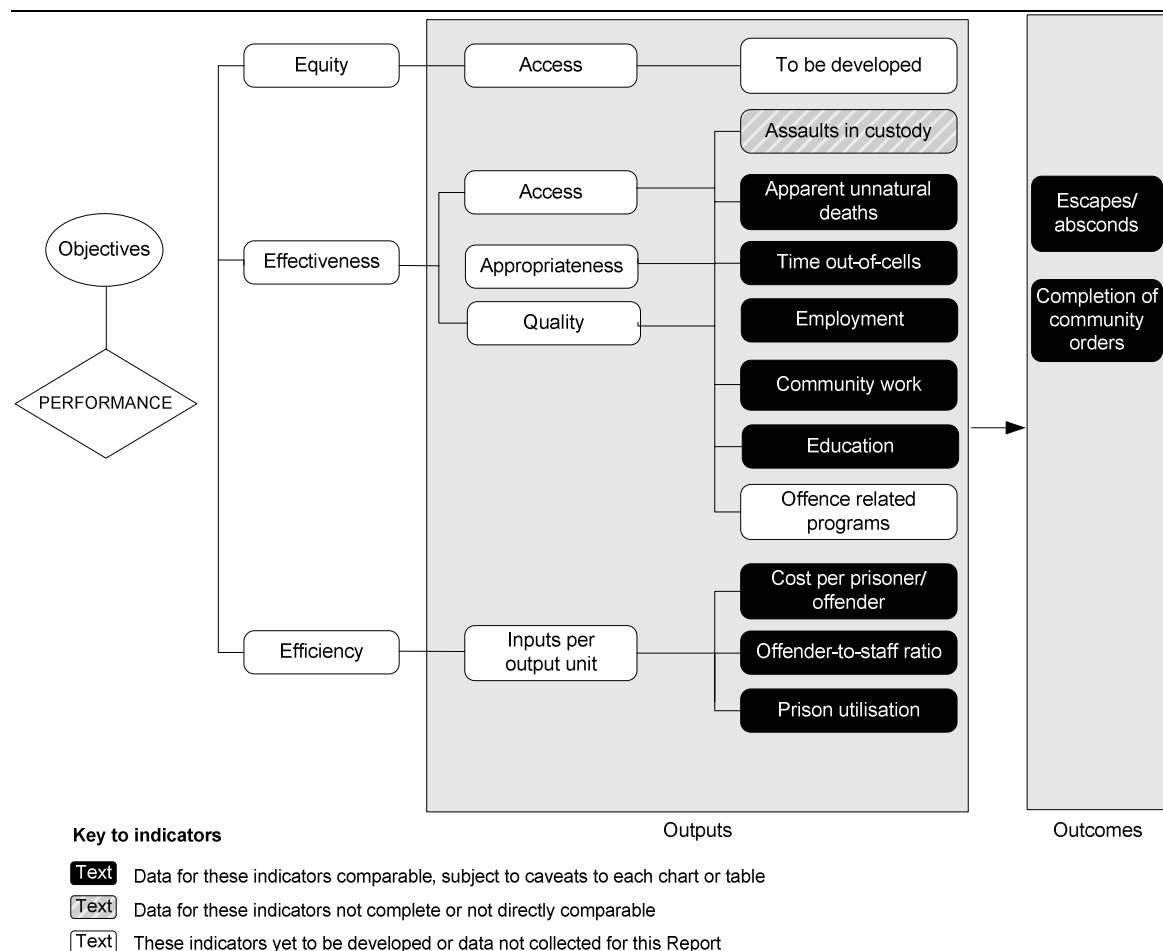
Changes have also been made to the content reported in attachment tables. Categorisation of correctional sanctions has been redeveloped to provide more useful comparative information on the different types of correctional sanctions

operating in each jurisdiction (table 8A.24). Disaggregations of a number of data items provided for the current year only in national tables of previous reports are now included as five-year series data in single jurisdiction tables.

Figure 8.7 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).

Offender registrations-to-staff ratio was removed from the framework in the 2009 Report. This indicator was originally proposed to replace the existing ‘offender-to-staff ratio’. Trials of the proposed indicator revealed significant data comparability issues, and little difference in results from the current indicator.

Figure 8.7 Performance indicators for corrective services



8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in box 8.1, using the indicator framework shown in figure 8.7. Jurisdictional differences in service delivery settings, geographic dispersal and prisoner/offender population profiles have an impact on the effectiveness and efficiency of correctional service systems. Appendix A contains detailed statistics disaggregated to the State and Territory level, 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, access

Equity, access in corrective services has been identified 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

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including providing a prison environment in which there is a low level of violence, whether perpetrated by prisoners/detainees on other prisoners/detainees or on staff (box 8.3).

Box 8.3 Assaults in custody

‘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/detainee population, multiplied by 100 (to give the rate per 100 prisoners/detainees). Rates for ‘serious assaults’ and ‘assaults’ are reported separately for assaults against another prisoner/detainee 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.

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

Data reported for this indicator are not directly comparable.

Nationally in 2007-08, the rate of prisoner on prisoner assaults was 8.5 and the rate of prisoner on prisoner serious assaults was 0.5. Prisoner on officer rates were 0.6

for assaults and 0.02 for serious assaults (table 8A.14). Assault rates by jurisdiction for prisoners and detainees are reported in table 8A.14.

Apparent unnatural deaths

‘Apparent unnatural deaths’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including providing a custodial environment in which there is a low risk of death from unnatural causes (box 8.4).

Box 8.4 Apparent unnatural deaths

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

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

Data reported for this indicator are comparable.

Figure 8.8 presents information on rates of death from apparent unnatural causes in 2007-08, for Indigenous and non-Indigenous prisoners. Nationally, the rate of deaths from apparent unnatural causes was 0.03 in 2007-08. The rate for non-Indigenous prisoners was 0.05 and there were no deaths of Indigenous prisoners from apparent unnatural causes in the counting period, giving a zero rate for 2007-08.

Figure 8.8 **Rate of prisoner deaths from apparent unnatural causes, 2007-08^a**

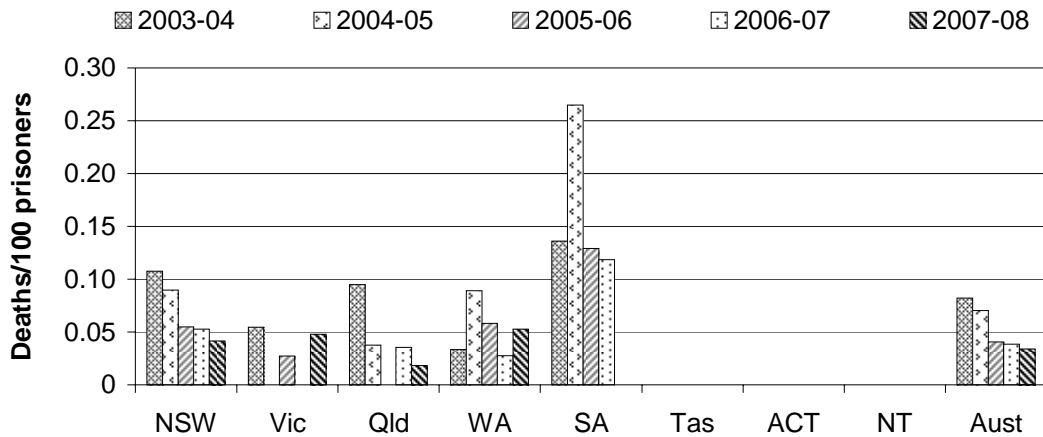


^a All jurisdictions report on this indicator. Where no column appears, this indicates zero deaths during the counting period.

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 0.08 in 2003-04 to 0.03 in 2007-08 (figure 8.9). Rates decreased for both Indigenous and non-Indigenous prisoners (table 8A.16). This is the second year over the five-year period where there were no deaths of Indigenous prisoners from apparent unnatural causes during the counting period.

Figure 8.9 **Rate of prisoner deaths from apparent unnatural causes, five-year trends^a**



^a 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.

There were no deaths from apparent unnatural causes for detainees in 2007-08.

Time out-of-cells

‘Time out-of-cells’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment including managing prisoners in a manner that minimises the risks they pose to the community following discharge from prison while at the same time enabling them to achieve an acceptable quality of life during their period in custody (box 8.5).

Box 8.5 Time out-of-cells

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

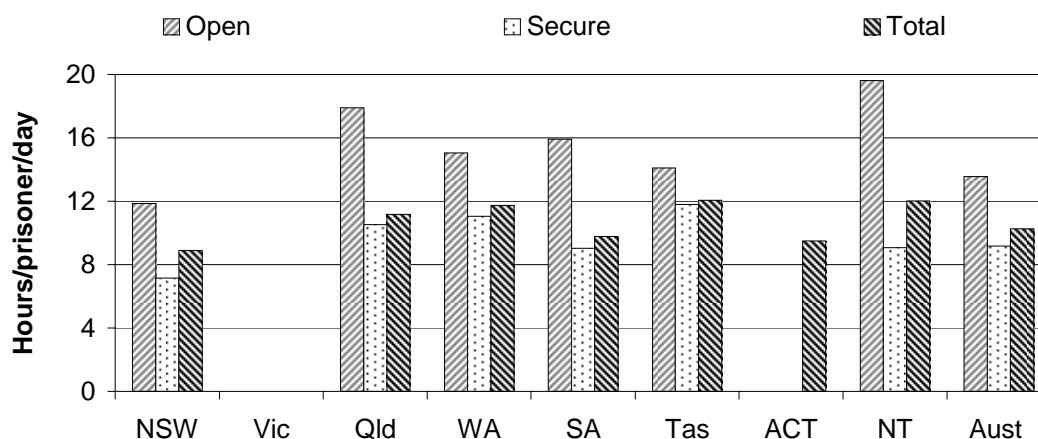
A relatively high average 'time out-of-cells' per day indicates better performance. The periods during which prisoners are not confined to their cells provides them with the opportunity to participate in a range of activities that may include work, education, wellbeing, recreation and treatment programs,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

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

Data reported for this indicator are comparable.

Nationally in 2007-08, the average number of hours of time out-of-cells per prisoner per day was 10.3 (figure 8.10). Average time out-of-cells was higher for prisoners in open custody than those held in secure custody (13.6 compared to 9.2 hours per prisoner per day, respectively).

Figure 8.10 Average time out-of-cells, by security level, 2007-08^{a, b}



^a 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. ^b Victoria did not report on this indicator in 2007-08.

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

Employment

'Employment' is an indicator of governments' objective of providing program interventions to reduce the risk of re-offending including providing access to

programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.6).

Box 8.6 Employment

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

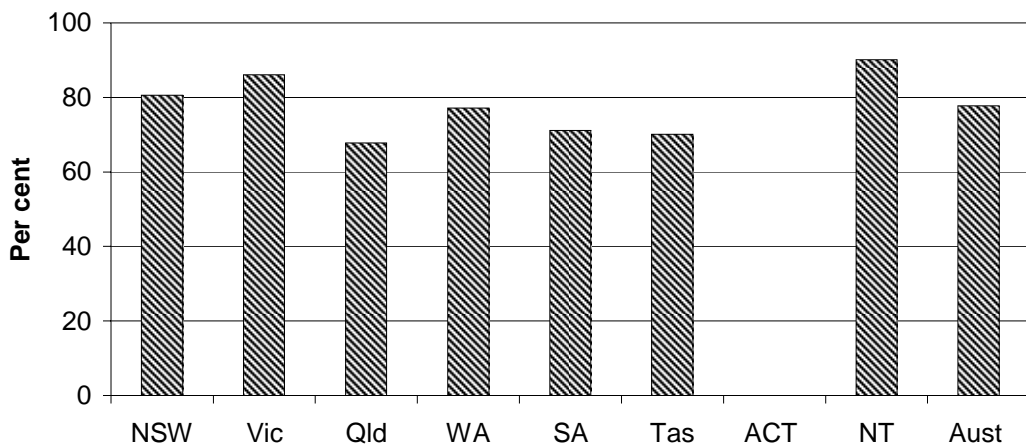
A high percentage of prisoners in employment indicates better performance towards achieving this objective. Addressing the limited vocational skills and poor employment history of some prisoners has been identified as a key contributor to decreasing the risk of re-offending.

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

Data reported for this indicator are comparable.

Nationally in 2007-08, 77.8 per cent of the eligible prisoner population was employed (figure 8.11). Most prisoners were employed in service industries (46.2 per cent) or in commercial industries (31.1 per cent), with only a small percentage (0.5 per cent) on work release (table 8A.20).

Figure 8.11 Percentage of eligible prisoners employed, 2007-08^a



^a 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

‘Community work’ is an indicator of governments’ objective of providing an effective community corrections environment including delivering a program of appropriate community work projects to enable offenders to perform unpaid community work as part of the requirements of their community corrections orders (box 8.7).

Box 8.7 Community work

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

This indicates the extent to which corrective services were able to administer effectively the community work components of community corrections orders. Lower values indicate that corrective services have been more effective in administering the community work hours required to be performed by offenders. Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period 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 reported for this indicator are comparable.

Data on community work are provided in table 8A.20. NSW and Tasmania did not report on this indicator in 2007-08 and Victoria did not report on the average hours of community work ordered. For other jurisdictions, the ratio ranged between 1.7 and 3.7 (that is, for every hour worked in the year, between 1.7 and 3.7 hours had been ordered to be worked in the year or had been carried over as incomplete work hours from the previous year) (table 8A.20).

Education

'Education' is an indicator of governments' objective of providing program interventions to reduce the risk of re-offending, including providing access to programs that address the causes of offending and maximise the chances of successful reintegration into the community (box 8.8).

Box 8.8 Education

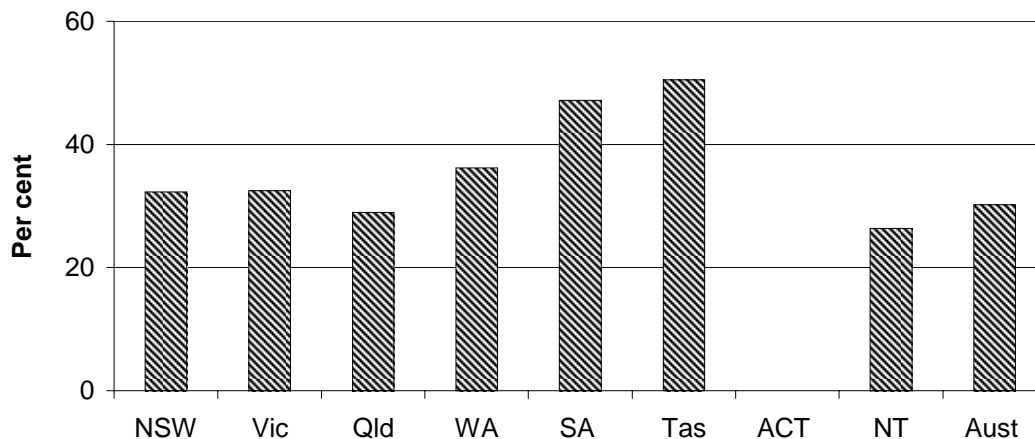
'Education' is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively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

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

Data reported for this indicator are comparable.

Nationally, 30.2 per cent of eligible prisoners participated in accredited education and training courses in 2007-08 (figure 8.12). Vocational Education and Training courses had the highest participation levels (24.3 per cent). Nationally, 6.7 per cent of eligible prisoners took part in secondary school education, 2.9 per cent in Pre-certificate Level 1 courses, and 1.7 per cent in higher education (table 8A.21).

Figure 8.12 **Percentage of prisoners enrolled in education and training, 2007-08^a**



^a Excludes the ACT because ACT prison facilities accommodate only remand prisoners.

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

Offence related programs

‘Offence related programs’ is an indicator of governments’ objective of providing program interventions to reduce the risk of re-offending including providing offence related programs that address criminogenic behaviour and, for prisoners released from custody, maximising their prospects for successful reintegration as law-abiding citizens into the community (box 8.9).

Box 8.9 Offence related programs

Offence related programs are yet to be defined.

Data for this indicator were not available for the 2009 Report.

Efficiency

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

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

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

Cost per prisoner/offender

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

Box 8.10 Cost per prisoner/offender

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

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.

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.

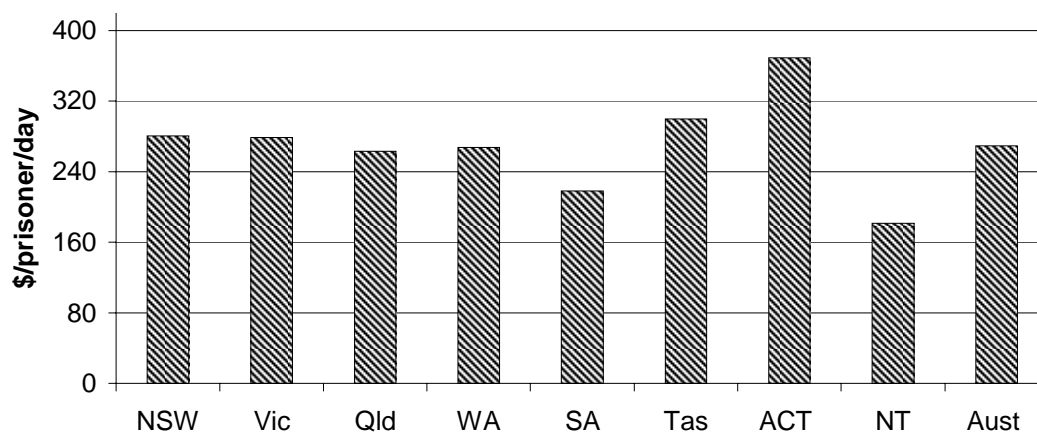
Data for this indicator are comparable.

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

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

Nationally in 2007-08, the total cost per prisoner per day, comprising net recurrent expenditure, depreciation, debt servicing fee, and user cost of capital, was \$269 (figure 8.13).

Figure 8.13 Total cost per prisoner per day, 2007-08^a

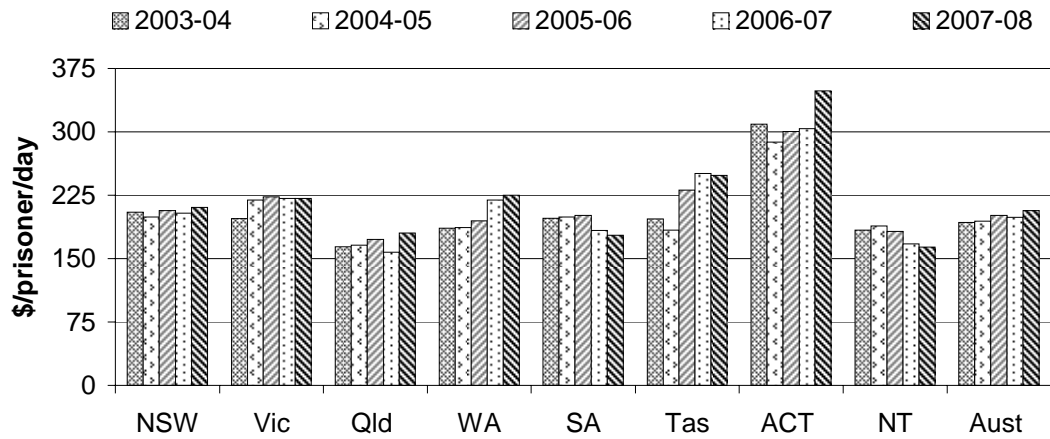


^a Total cost per prisoner per day is the combined recurrent and capital cost per prisoner per day. Recurrent cost is calculated from recurrent expenditure and is net of recurrent receipts (own source revenue) and payroll tax. Capital cost includes the user cost of capital (including land), depreciation and debt servicing 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 increased from \$193 nationally in 2003-04 to \$207 in 2007-08 (figure 8.14). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.14 Real recurrent cost per prisoner per day (2007-08 dollars)^{a, b}

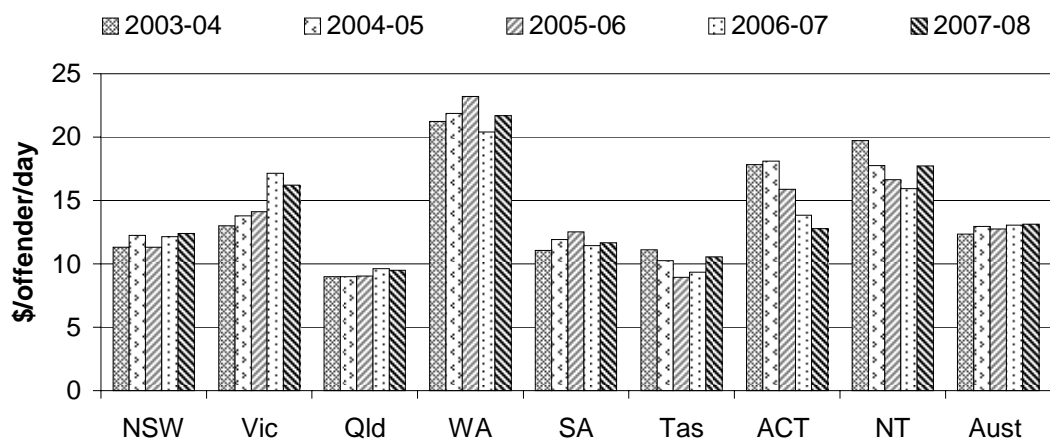


^a Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. ^b Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 100) (table AA.26).

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

Nationally, the real recurrent cost per offender per day was \$13 in 2007-08 compared to \$12 in 2003-04 (figure 8.15). These costs represent net recurrent expenditure only, excluding capital costs and payroll tax.

Figure 8.15 Real recurrent cost per offender per day (2007-08 dollars)^{a, b}



^a Costs are based on recurrent expenditure net of recurrent receipts (own source revenues) and exclude payroll tax and capital costs. ^b Real expenditure based on the ABS gross domestic product price deflator (2007-08 = 100) (table AA.26).

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

Offender-to-staff ratio

'Offender-to-staff ratio' is an indicator of governments' aim to provide corrective services in an efficient manner (box 8.11).

Box 8.11 Offender-to-staff ratio

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

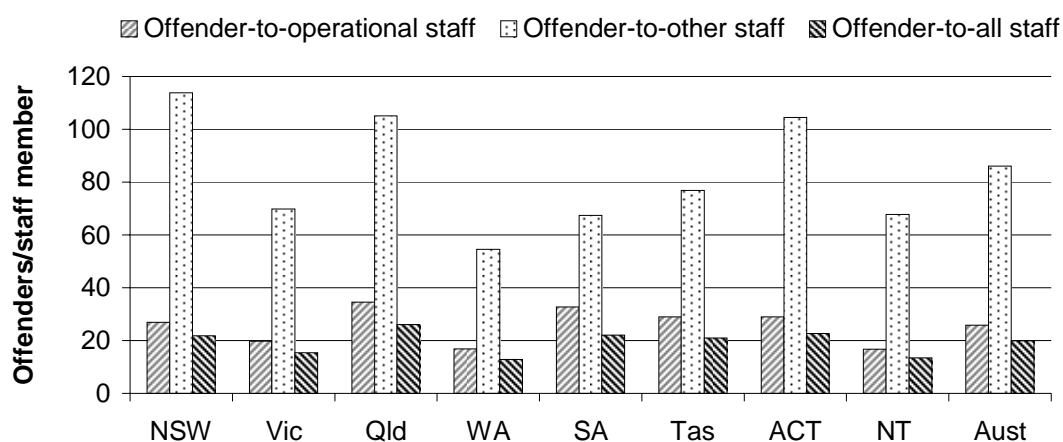
The number of staff relative to the number of offenders provides a measure of efficient resource management by corrective services. A high ratio suggests better performance.

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.

Data for this indicator are comparable.

Nationally, on a daily average basis, there were 20 offenders for every one (full-time equivalent) community corrections staff member in 2007-08 (figure 8.16). The ratio was 26 offenders per operational staff member and 86 offenders per other staff member (table 8A.22).

Figure 8.16 **Community corrections offender-to-staff ratios, 2007-08**



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

Prison utilisation

‘Prison utilisation’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.12).

Box 8.12 Prison utilisation

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

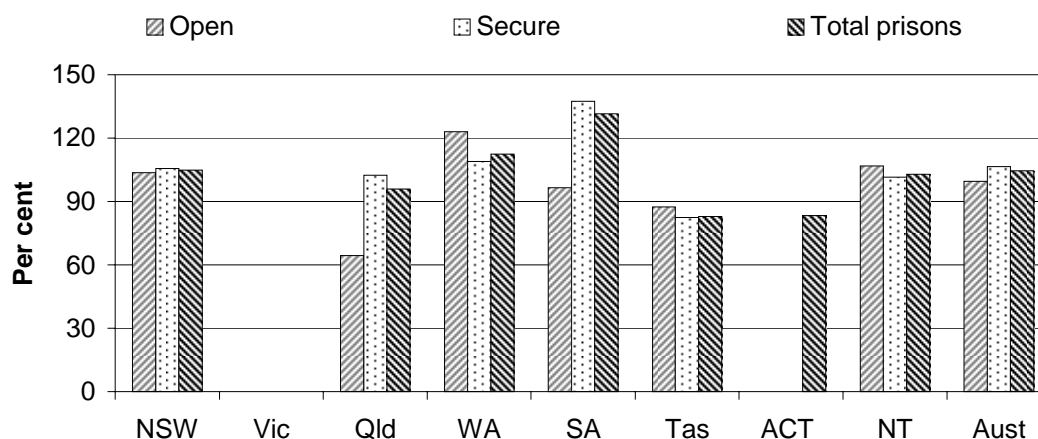
It is generally accepted that the preferred level of prison utilisation falls between 85 and 95 per cent, because of the need for spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security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

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

Data reported for this indicator are comparable.

Nationally, prison utilisation was 105 per cent of prison design capacity in 2007-08. The figure for open prisons was 100 per cent and 107 per cent for secure facilities (figure 8.17).

Figure 8.17 **Prison design capacity utilisation, 2007-08^{a, b}**



^a 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. ^b Victoria did not report on this indicator in 2007-08.

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

'Escapes/absconds' is an indicator of governments' objective to create safer communities, by effectively managing prisoners in a safe, secure and humane custodial environment, commensurate with their needs and the risks they pose to the community. This objective includes ensuring that all prisoners and detainees comply at all times with the requirements of the court order that has resulted in their imprisonment, particularly if their being supervised in the community poses a risk to the safety of any person (box 8.13).

Box 8.13 Escapes/absconds

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

A zero or low escapes/absconds rate indicates better performance towards achieving this objective.

Rates need to be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner or detainee population can significantly increase the rate in that jurisdiction, but would have only a minor impact in jurisdictions with larger populations. A relatively high rate in a jurisdiction with a small prisoner or detainee population may represent only a very small number of actual incidents.

Data reported for this indicator are comparable.

Figure 8.18 presents the rates for escapes/absconds in 2007-08. Nationally, the rate of escapes from open custody was 0.51 per 100 prisoners in open custody and the rate of escape from secure custody was 0.09 per 100 prisoners in secure custody.

Figure 8.18 Prisoner escapes/absconds rate, 2007-08^{a, b}



^a 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. All other jurisdictions report on open and secure escape rates. ^b Where no column appears, this indicates zero escapes/absconds.

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

There were no escapes/absconds by detainees in 2007-08.

Completion of community orders

'Completion of community orders' is an indicator of governments' objective of providing an effective community corrections environment including ensuring that offenders comply at all times with the requirements of the court order that has imposed certain conditions on their behaviour. This may include restrictions on the offender's liberty (as with home detention), a requirement to undertake community work or other specified activity (such as a drug or alcohol program), regularly attending a community corrections centre as part of supervision requirements, or other conditions (box 8.14).

Box 8.14 Completion of community orders

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

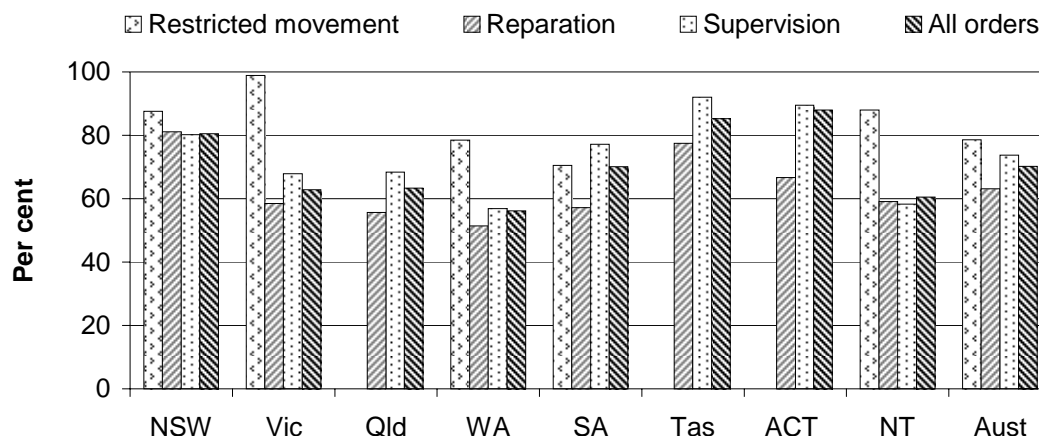
A high percentage of order completions indicates better performance towards achieving an effective community corrections environment

Completion rates need to be interpreted with caution. The indicator is affected by differences in the overall risk profiles of offender populations and risk assessment and breach procedure policies. High-risk offenders subject to higher levels of supervision have a greater likelihood of being detected when conditions of orders are breached. High breach rates 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.

Data reported for this indicator are comparable.

In 2007-08, 70 per cent of community corrections orders were completed. National completion rates were highest for restricted movement orders (79 per cent), followed by supervision orders at 74 per cent and reparation orders at 63 per cent (figure 8.19).

Figure 8.19 **Completion of community corrections orders, by type of order, 2007-08^a**



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

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

8.4 Future directions in performance reporting

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

Work will continue in the immediate future to further improve the direct comparability of financial indicators, building on outcomes of work undertaken in 2007-08 on 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 rates.

Consistent with the 2008 Strategic Plan for Corrective Services, the disaggregation of various indicators by Indigenous and non-Indigenous status is being further developed and trialed for possible incorporation in future reports as the basis for equity-access indicator rates.

Developmental work is also occurring on a proposal to replace the current indicator on prisoner education with a new measure based on data collected by education data providers according to the Australian Vocational Education and Training Management Information Statistical Standard (AVETMISS) framework.

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 prisoner population has steadily increased over the past decade. In 1997-98 the daily average prisoner population was 6358. In 2007-08 this number had risen to 9634, an increase of over 34 per cent in ten years. Similar increases have occurred in the daily average community corrections offender population. In 1997-98 the daily average community corrections offender population was 14 199. In 2007-08 this number had risen to 17 988, an increase of 21.1 per cent in ten years. It is likely that the demand for corrective services will remain high in the foreseeable future as the prisoner and community based offender populations continue their upward trend.

In 2007-08, NSW maintained a strong management performance including the continuation of low prisoner deaths by apparent unnatural causes and a persistent downward trend in prisoner assaults. In 2007-08, NSW reported a new record low number of escapes from correctional centres.

The rate of successful completions of community based orders remained high at more than 80 per cent in 2007-08, with NSW again performing above the national average. The successful introduction of the Community Compliance Group in 2007 has led to a jump in the successful completion rates of restricted movement orders in 2007-08. This group of highly trained staff increase community safety and offender compliance by undertaking a number of surveillance and case management strategies with high risk community based offenders.

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 2008 NSW established Community Offender Support Program (COSP) centres across NSW. COSPs offer temporary accommodation for up to 3 months for high risk offenders on parole or serving community orders, and crisis accommodation for up to 14 days. COSPs are staffed 24 hours, 7 days a week and aim to assist recently released offenders, and offenders having difficulty adjusting to normal lawful community life, with reintegration and resettlement support through structured program and other targeted services.

NSW has commenced construction of a new correctional centre on the NSW south coast. NSW also opened the redeveloped Long Bay Hospital. This project involved the construction of a new 85-bed prison hospital to provide inpatient health care to prisoners. Progress has also been made on the development of the Long Bay Forensic Hospital, a 135 bed facility to accommodate forensic detainees. NSW Health will have responsibility of the management of this centre which is located on the Long Bay Correctional Complex in Sydney.

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Victorian Government comments

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Victoria continues to have the lowest overall national imprisonment and community corrections rate in the country. Points of particular interest for Victoria in 2007-08 include the recidivism rate (the rate of return to prison within two years of release) fell for the sixth consecutive year, no serious assaults by prisoners on staff, and the highest restricted movement orders completion rate in Australia.

These achievements occurred during a period of continuing growth in the prison population, which increased to a daily average of 4177 prisoners in 2007-08, an increase of 3.3 per cent on the 2006-07 daily average of 4044.

Developments during 2007-08 included:

- A Prison Facilities Master Plan has been developed that outlines the required capital investment for the next five years. Corrections Victoria received \$590 million in the 2008 State Budget to deliver a new 350-bed Public Private Partnership prison, and an additional 244 beds across the male prison system
- 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
- Implementation of LINK OUT, an intensive pre and post release support program offering case management to men exiting Victorian prisons. The program aims to assist men to resettle into the community, within a framework of addressing needs, achieving goals, and reducing re-offending. A similar program for women began in 2007. A KONNECT program for Indigenous ex-prisoners is also being implemented
- Wulgunggo Ngalu Learning Place, a culturally appropriate rural residential facility for up to 20 Koori male offenders undertaking community based orders, designed in response to key recommendations of the Royal Commission into Aboriginal Deaths in Custody, was opened
- Correctional policy and procedures reviewed to ensure alignment with Human Rights Charter legislation which commenced on 1 January 2008.

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Queensland Government comments

“ Queensland’s prison population has grown significantly over recent years with the State’s average number of prisoners reaching a record high of 5649 in 2006-07. The strategy for managing this growth in prisoner numbers included the roll-out of a reformed Probation and Parole Service and the introduction of Court-ordered Parole for prisoners with sentences of 3 years or less. The apparent impact of this strategy has been a reduction in prisoner numbers. The State’s average number of prisoners in 2007-08 was 5491. However, over the longer term, it is expected that the prison population will continue to grow driven in part by Queensland’s population growth.

Queensland has undertaken a major capital works program that includes the redeveloped 540 bed, Brisbane Correctional Centre (formerly known as the Sir David Longland Correctional Centre) and the expansion of the Arthur Gorrie Correctional Centre from 710 to 890 beds.

The average number of women prisoners grew from 339 in 2003-04 to 406 in 2007-08. In response to the increasing number of women prisoners, the State is delivering dedicated infrastructure, programs and resources that are better tailored to the needs of women. Planning has commenced on a new South-East Queensland correctional precinct near Gatton that will include a women’s correctional centre as a priority.

The reformed Probation and Parole Service provides a tougher and more robust regime of assessment, supervision and surveillance of offenders in the community. One of the aims of this reform was to improve the level of confidence of the Judiciary in probation and parole as a sentencing option particularly for diverting low risk offenders from prison.

The data shows increased use of probation and parole sanctions. The average number of offenders under community supervision increased by 11.6 per cent to 13 665 in 2007-08. A majority of this growth occurred in the number of offenders on supervision orders (including Court-ordered Parole) which increased from 10 279 in 2006-07 to 12 029 in 2007-08.

This report also shows that Queensland Corrective Services continues to perform well across a range of key national performance measures. Once again there were no escapes from secure custody centres (and there have been none since 1998). The rate of unnatural cause deaths in custody, at 0.02 per 100 prisoners is better than the national average of 0.03 and there were no Indigenous unnatural cause deaths. Cost effective delivery of service was maintained with both the cost per prisoner and cost per offender per day better than the national average.

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Western Australian Government comments

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In 2007-08 the Department of Corrective Services managed a rapidly increasing adult prisoner population that peaked at 3968 in September 2007 – 17.6 per cent above design capacity and averaging 3802 adult prisoners per day. This was a 5 per cent increase from 2006-07 and represented a 6 per cent increase in Indigenous prisoners, an 11.7 per cent increase in minimum-security prisoners and a 5.2 per cent increase in male prisoners. The Department managed a total of more than 9600 prisoners in prisons and work camps.

There were 1729 juvenile offenders and 11 445 adult offenders managed in the community on various orders including work and development orders for fine defaulters, monitored bail, intensive supervision orders, re-entry release orders and parole. Of these, 5306 were Indigenous comprising 1103 juveniles and 4203 adults.

The buoyant economic situation in Western Australia resulted in highly competitive labour and construction markets. A recruitment strategy developed to attract people to careers in corrections was launched in July 2007. Various recruitment campaigns during the year targeted people from diverse backgrounds including Indigenous people into custodial, community corrections and juvenile justice roles.

The Department worked with other government and community agencies to reduce re-offending through various strategies including expanding re-entry programs which improve the chances of a smooth re-integration into the community; the expansion of offender programs which improve chances of being granted parole and the Repay WA initiative to give offenders the opportunity to repay their debt to society and develop new skills for law-abiding lifestyles.

Substantial progress occurred in drafting the *Corrective Services Bill 2008* that will complete the legislative reforms recommended by the 2005 *Inquiry into the Management of Offenders in Custody and in the Community* (Mahoney Inquiry). The Bill amalgamates the *Prisons Act 1981* and the *Sentence Administration Act 2003*, introduces clear objectives and guiding principles for the Act, transfers employment of prison officers from the Minister to the Commissioner, modernises processes for managing prisoner discipline and makes other amendments to improve the administration of corrective services.

Nationally, Western Australia continues to perform well in the area of average time out of cells.

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South Australian Government comments

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South Australia continues to experience growth in prisoner numbers, with the daily average prisoner population increasing by about 10 per cent in 2007-08. Whilst the original prison design capacity is exceeded, the Department for Correctional Services has been provided with appropriate funding to ensure that the operational capacity of the South Australian prison system meets the demand.

The New Prisons and Secure Facilities Public Private Partnership project is the largest correctional infrastructure procurement of its kind in South Australia's history. An Expression of Interest was advertised in December 2007 and in May 2008, three consortia were selected as capable of financing, designing and maintaining the five facilities.

The new prison infrastructure and an additional 369 beds funded over the next four years will provide the Department for Correctional Services with the capacity and flexibility to respond to anticipated growth in prisoner numbers.

During 2007-08 the Department completed the implementation of a new prisoner assessment tool. This initiative is aimed at targeting rehabilitation interventions according to differing levels of risk. The new assessment is administered in prisons and Community Corrections and will in the medium to long term allow for more effective utilisation of resources.

Offence focussed programs have also been an emphasis for the Department, particularly the targeting of medium and high risk offenders.

The participation rate of prisoners in education is the second highest in Australia and 17 per cent higher than the national average. The cost per prisoner per day in the South Australian prison system is the second lowest of all jurisdictions. For the first time in recent history there were no deaths from unnatural causes in the prison system. The imprisonment rate remains below the national average, with an increasing utilisation of Community Corrections supervision orders.

The Department, as part of the a cross-border initiative with the Northern Territory and Western Australia, continues to deliver a Family Violence Intervention Program to remote aboriginal communities in Central Australia. This initiative is culturally and linguistically appropriate for participants and contributes to the reduction of family violence in the communities.

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Tasmanian Government comments

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

Community Corrections maintains a strategy of ongoing improvement of the consistency and quality of offender management practices. In 2008, a full review of Community Corrections' operations and structure commenced. The objective of this review is to ensure that the structure of Tasmania Community Corrections allows it to respond to current demands and provides the flexibility to adapt to future demands, in terms of recruitment and retention of staff, changing models of practice, and changes in the population of offenders on community based orders. The review includes a review of the Community Service Order Scheme.

In 2007-08 Community Corrections also:

- continued to review the statewide policy and procedures manual, and enhance the quality and consistency of reports produced for the Courts and Parole Board
- integrated the Family Violence Offender Intervention Program (FVOIP) into Community Corrections
- provided the case management of adult offenders for the Court Mandated Diversion program
- prepared to implement the Level of Service/Case Management Inventory (LS/CMI) as Community Corrections' new risk/needs assessment instrument. The adoption of the LS/CMI will allow consistent assessment of the risks and needs of offenders across Corrective Services in Tasmania.

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

Tasmania's prison system performed well against a number of indicators in 2007-08, recording no deaths from apparent unnatural causes, escapes from secure custody or serious assaults against staff. Tasmania's employment figures also improved significantly in the latter part of the year following a full review of prisoner employment and re-structuring of prisoner allowances.

A number of factors impacted on Tasmania's ability to provide services in the area of prisoner education and training, and this is reflected in the lower participation rates. Despite that more than 50 per cent of eligible prisoners participated in education and training during 2007-08, with a significant number working towards completing their secondary education.

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Australian Capital Territory Government comments

“ In 2007-08, the imprisonment rate per 100 000 of the adult population increased to 68.3 compared to 2006-07 figure of 65.4. The increase is due to the number of persons on remand while the number of persons sentenced to imprisonment has decreased in the ACT. The ACT still has the lowest imprisonment rate nationally.

In 2007-08, the number of detainees attending periodic detention increased slightly to an average of 40 per weekend. The increasing number of attendances for periodic detention has been a trend since the legislative changes relating to the administration of the periodic detention in early 2006. This in turn has affected the periodic detention utilisation rate which has increased by 11.2 per cent in 2007-08. With the custodial numbers in excess of capacity, the Rehabilitation Programs Unit at the Symonston site was refurbished to provide for an additional 16 periodic detention offenders.

Community corrections have experienced a significant increase in the number of offenders on supervision in 2007-08. In the absence of a prison in the ACT, the community corrections stream is a well established function. As such, the community corrections rate per 100 000 of the adult population remains high at 533.4 in comparison to other jurisdictions.

Work continued during 2007-08 on the construction of the Alexander Maconochie Centre, the ACT's first prison. The centre was officially opened on 11 September 2008; however prisoners are yet to enter the centre as final stages are being completed. It is expected that the first prisoners will be transferred to the new facility in early 2009.

With the commissioning of the Alexander Maconochie Centre scheduled for early 2009, the department will continue to review the implementation of arrangements arising from the enactment of the *Corrections Management Act 2007*, while continuing its endeavour to train its staff (both custodial and non-custodial) on all relevant areas of corrective services.

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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 5 per cent, from a daily average of 834 in 2006-07 to 875 in 2007-08.

The NT Community Corrections offender population fell by 2.6 per cent, from a daily average of 1183 in 2006-07 to 1152 in 2007-08.

Developments during 2007-08 include:

- the NT Government announced a major capital investment program to increase the capacity of the existing prisons to meet the short and medium term needs and the construction of a new prison to meet the longer term requirements
- continuation of the three-year staged implementation of the Integrated Offender Management System to provide integrated throughcare assessment and case management work practices and procedures.

NT Correctional Services continued to implement the NT Government's Closing the Gap of Indigenous Disadvantage plan, including:

- recruiting additional community corrections officers to provide support for prisoners on parole in remote communities
- expanding the Indigenous family violence offender program to provide effective community based intervention in family violence
- expanding rehabilitation programs for sexual offenders to break the cycle of re-offending
- expanding the prison based Elders Visiting Program.

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

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8.6 Definitions of key terms and indicators

24-hour court cell

A place of detention located in court and/or police complexes managed by correctional officers that accommodates sentenced or unsentenced prisoners for short periods of time (not including holding cells).

Assault

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:

- a charge is proved either by a jurisdictional correctional authority, a Governor's hearing or a court of law, or
- there is evidence that an assault took place because at least one of the following circumstances apply:
 - there is at least one apparently reliable witness to the assault, or the victim claims assault and there is no obvious reason to doubt this claim, or
 - a visible injury has occurred and there is sufficient circumstantial or other evidence to make an assault the most likely cause of the injury on the basis of the balance of probabilities.

The rate is expressed per 100 prisoners, calculated by dividing the total number of assaults by the daily average prisoner population, multiplied by 100. It is based on a count of victims of assaults not incidents, that is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.

Apparent unnatural death

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

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

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

Average number of hours to be worked per offender

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.

Average number of hours actually worked per offender

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

Capital cost per prisoner/offender	The daily cost per prisoner/offender (see definition below), based on the user cost of capital (calculated as 8 per cent of the value of government assets), depreciation, and debt servicing fees for privately owned facilities.
Community corrections	Community-based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision; programs; or community work.
Community corrections rate	The annual average number of offenders per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
Community corrections staff	Full-time equivalent staff employed in community corrections. Operational staff refers to staff whose main responsibility involves the supervision or provision of support services directly to offenders, for example, probation/parole/community corrections officers, home detention officers, case managers, program co-ordinators, and court advice workers. Other staff refers to staff based in Head Office or officers in the field whose responsibilities are managerial or administrative in relation to offender management. Staff members who perform a mix of caseload and administrative functions are allocated proportionately to each category based upon the workload assigned to that position.
Community custodial facilities	Correctional custodial facilities where prisoners are prepared for post-release by participating in work release programs and educational activities, performing community service, engaging in family visits and attending community-based rehabilitation programs. They include transitional centres in NSW and community custody centres (including Work Outreach Camps, Women's Community Custody Centres, and Indigenous Community Placement Centres) in Queensland.
Community work (offenders)	Hours of unpaid community work by offenders serving community corrections orders during the counting period.
Completion of community orders	The proportion of community orders successfully completed (by order type) within the counting period.
Cost per prisoner/offender	The daily cost of managing a prisoner/offender, calculated as the relevant expenditure figure divided by (i) the number of days spent in prison or detention by the daily average prisoner population and the daily average periodic detention population on a 2/7 th basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.
Daily average prisoner/periodic detention/offender population	The average number of prisoners, periodic detainees and/or offenders during the counting period.
Detainee	A person subject to a periodic detention order.

Education	<p>The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:</p> <ul style="list-style-type: none"> • those in centres where the policy is not to provide education programs or where education programs are not available (that is, remand centres, 24-hour court cells) • remandees for whom access to education is not available • hospital patients who are medically unable to participate • fine defaulters (who are incarcerated for only a few days at a time) • subgroups of the above categories.
Employment	<p>The average number of prisoners or periodic detainees employed on the first day of each month as a proportion of those eligible to participate in employment. Prisoners excluded as ineligible for employment include those undertaking full time education and prisoners whose situation may exclude their participation in work programs, for example:</p> <ul style="list-style-type: none"> • remandees who choose not to work • hospital patients or aged prisoners who are unable to work • prisoners whose protection status prohibits access to work • fine defaulters (who are only incarcerated for a few days at a time) • subgroups of the above categories.
Escapes/absconds rate (open/secure)	<p>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.</p>
Home detention	<p>A corrective services program requiring offenders to be subject to supervision and monitoring by an authorised corrective services officer while confined to their place of residence or a place other than a prison.</p>
Imprisonment rate	<p>The annual average number of prisoners per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.</p>
Inactive order and/or in suspense	<p>Those orders awaiting breach or court hearing, interstate transfers or sentence to prison where prison sentence is less than the current active order.</p>
Indigenous status	<p>Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting was by self-disclosure.</p>
Net recurrent expenditure	<p>Recurrent expenditure (see definition below) less revenue derived from own sources, for example, income derived from prison industries.</p>
Number of correctional facilities	<p>A facility legally proclaimed as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including community custodial facilities and 24-hour court cell centres administered by corrective services.</p>

Offence-related programs	A structured, targeted, offence focused learning opportunity for prisoners/offenders, delivered in groups or on a one-to-one basis, according to assessed need.
Offender	An adult person subject to a current community-based corrections order (including bail supervision by corrective services).
Offender-to-staff ratio	The level of staff supervision based on the number of staff employed and the average number of offenders.
Open custody	A custodial facility where the regime for managing prisoners does not require them to be confined by a secure perimeter physical barrier, irrespective of whether a physical barrier exists.
Periodic detention	An order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.
Periodic detention rate	The annual average number of periodic detainees per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.
Periodic detention utilisation	The extent to which periodic detention capacity is meeting demand for periodic detention accommodation, calculated as the total daily average periodic detention population attending a residential component of the order, divided by average periodic detention design capacity.
Personal development	The percentage of offenders taking personal development courses provided by, or on referral from, corrective services.
Prison	A legally proclaimed prison or remand centre which held adult prisoners, excluding police prisons or juvenile detention facilities.
Prison utilisation	The extent to which prison design capacity meets demand for prison accommodation, calculated as the total daily average prisoner population divided by average prison design capacity.
Prisoner	A person with a court-issued authority held in full time custody under the jurisdiction of an adult corrective service agency.
Private prison	A government or privately owned prison (see prison) managed under contract by a private sector organisation.
Ratio of number of hours ordered to actual hours worked per offender	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.
Recurrent cost per prisoner/offender	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.

Recurrent expenditure	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.
Remand	A legal status where a person is held in custody pending outcome of a court hearing, including circumstances where the person has been convicted but has not yet been sentenced.
Reparation order	A subcategory of community-based corrections that refers to all offenders with a community service bond/order or fine option that requires them to undertake unpaid work.
Restricted movement order	A subcategory of community-based corrections that refers to offenders who are subject to a system of restricted movement, including supervision and/or electronic monitoring (for example, home detention).
Secure custody	A custodial facility where the regime for managing prisoners requires them to be confined by a secure perimeter physical barrier.
Serious assault	An act of physical violence committed by a prisoner against another prisoner or staff member resulting in actual bodily harm, including: <ul style="list-style-type: none"> (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) (b) harm requiring extended periods of ongoing medical treatment (c) all acts of sexual assault.
Supervision order	A subcategory of community-based corrections that refers to all offenders (other than those categorised as restricted movement or reparation).
Time out-of-cells	The average number of hours in a 24-hour period that prisoners are not confined to their own cells, averaged over all days of the year.
Transport and escort services	Services used to transport prisoners between prisons or to/from external locations (for example, court), including corrective services officers or external contractors involved in escorting prisoners as part of the transport arrangements.
Work order	A community service order or bond that imposes work upon an offender. (In some jurisdictions, fine options and expiations also require an undertaking by the offender to pay off the fine through community work).

8.7 Attachment tables

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

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