8 Corrective services

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Attachment tables

Attachment tables are identified in references throughout this Indigenous Compendium by an 'A' suffix (for example, in this chapter, table 8A.3). As the data are directly sourced from the 2011 Report, the Compendium also notes where the original table, figure or text in the 2011 Report can be found. For example, where the Compendium refers to '2011 Report, p. 8.15' this is page 15 of chapter 8 of the 2011 Report, and '2011 Report, table 8A.2' is attachment table 2 of attachment 8A of the 2011 Report. A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available from the Review website at www.pc.gov.au/gsp.

The Corrective services chapter (chapter 8) in the *Report on Government Services* 2011 (2011 Report) reports on the performance of corrective services in each Australian State and Territory. Data are reported for Indigenous people for a subset of the performance indicators reported in that chapter — those data are compiled and presented here.

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

In this chapter, corrective services include prison custody, periodic detention, and a range of community corrections orders and programs for adult offenders (for example, parole and community work orders). Both public and privately operated correctional facilities are included; however, the scope of this chapter generally does not extend to:

- juvenile justice¹ (reported on in chapter 15, Protection and support services)
- prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are generally the responsibility of health departments)
- prisoners held in police custody (reported on in chapter 6, Police services)
- people held in facilities such as immigration or military detention centres.

Jurisdictional data reported in this chapter provided by State and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual* 2009-10.

Box 8.1 Terms relating to corrective services

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

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

Offenders refers to people serving community corrections orders.

As of 2004-05, corrective services in NSW manages one 40-bed facility that houses males aged 16 to 18. These young offenders are included in the daily average number of prisoners and are included in the calculation of indicators. As they represent only a very small proportion of NSW prisoners (less than one-half of one percent) they will have a negligible effect on these indicators and are not footnoted to each table and figure.

Indigenous data in the Corrective services chapter

The Corrective services chapter in the Report on Government Services 2011 (2011 Report) contains the following data items on Indigenous people:

- imprisonment rates, 2009-10
- community corrections rates, 2009-10
- prisoner death rates from apparent unnatural causes, 2009-10.

The corrective services attachment contains additional data relating to Indigenous people including periodic detention rates, 2009-10.

Prison custody

On average, 28 956 people per day (excluding periodic detainees) were held in Australian prisons during 2009-10 — an increase of 4.9 per cent over the average daily number reported in the previous year (table 8A.1). In addition, on average, 882 people per day were serving periodic detention orders in NSW and the ACT in 2009-10 — an increase of 9.6 per cent from the 2008-09 average.

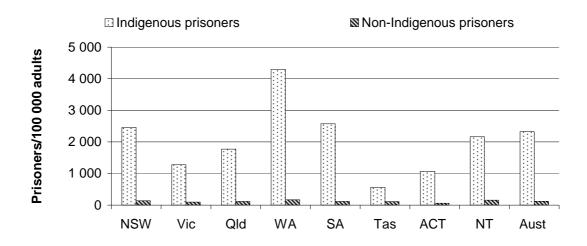
The daily average number of Indigenous prisoners was 7544 — 26.1 per cent of prisoners nationally (table 8A.1).

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

The national rate of imprisonment for all prisoners was 169.1 per 100 000 Australian adults in 2009-10, compared to 165.6 in 2008-09 (2011 Report, figure 8.2, p 8.6).

The national (crude) imprisonment rate per 100 000 Indigenous adults in 2009-10 was 2325.3 compared with a corresponding rate of 123.5 for non-Indigenous prisoners (figure 8.1).

Figure 8.1 Indigenous and non-Indigenous crude imprisonment rates, 2009-10^{a, b}



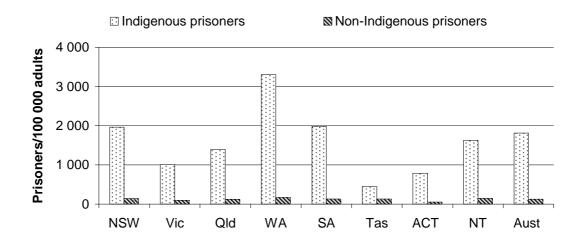
a Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Indigenous and non-Indigenous population estimates.
b Excludes prisoners whose Indigenous status was reported as unknown.

Source: ABS (unpublished) Australian Demographic Statistics, December quarter, 2009 (preliminary), Cat. no. 3101.0; ABS (unpublished) Experimental Estimates and Projections, Indigenous Australians (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.3; 2011 Report, figure 8.3, p. 8.7.

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

The national age standardised imprisonment rate per 100 000 Indigenous adults in 2009-10 was 1811.1 compared with a corresponding rate of 127.1 for non-Indigenous prisoners (figure 8.2). This represents a ratio of 14.3, compared with a ratio of 18.8 for the crude imprisonment rate.

Figure 8.2 Indigenous and non-Indigenous age standardised imprisonment rates, 2009-10^a



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

Source: ABS (unpublished) Australian Demographic Statistics, December quarter, 2009 (preliminary), Cat. no. 3101.0; ABS (unpublished) Experimental Estimates and Projections, Indigenous Australians (series B), Cat. no. 3238.0; ABS (unpublished) Prisoners in Australia, Cat. no 4517.0; State and Territory governments (unpublished); table 8A.3; 2011 Report, figure 8.4, p. 8.8.

While imprisonment rates for Indigenous people, whether calculated on a crude or age standardised basis, are far higher than those for non-Indigenous people, the majority of prisoners are non-Indigenous. Nationally, 71.7 per cent of all prisoners were non-Indigenous in 2009-10 (table 8A.1).

Community corrections

All jurisdictions provide community corrections services. Community corrections are responsible for a range of non-custodial sanctions (listed for each jurisdiction in 2011 Report, table 8A.24) and also deliver post-custodial interventions, under which prisoners released into the community continue to be subject to corrective services supervision.

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

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

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Queensland, Tasmania and the ACT in 2009-10. In most states and territories, fine default orders are administered by community corrections. Corrective services are also involved in the supervision of unsentenced offenders in most jurisdictions, but the nature of this involvement varies (2011 Report, table 8A.24).

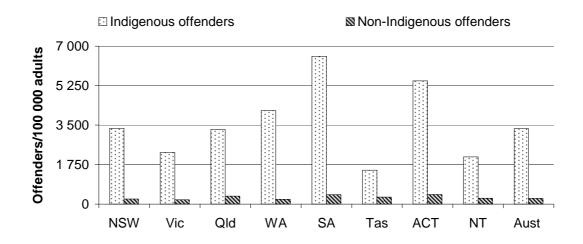
Nationally, an average of 57 518 offenders per day were serving community corrections orders in 2009-10 — an increase of 1.0 per cent from the previous year (table 8A.2). This daily average comprised 46 961 males (81.6 per cent), 10 483 females (18.2 per cent) and 73 offenders whose gender was not reported. The daily average comprised 10 853 Indigenous offenders (18.9 per cent of the total community correction population), 44 035 non-Indigenous offenders (76.6 per cent) and 2630 people whose Indigenous status was unknown (table 8A.2).

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

The national rate for Indigenous offenders in 2009-10 was 3345.3 per 100 000 Indigenous adults compared with 262.1 for non-Indigenous offenders (figure 8.3).

Comparisons need to be interpreted with care, especially for those jurisdictions with relatively small Indigenous populations, because small changes in offender numbers can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions. Further, community corrections rates presented in figure 8.3 are not age standardised (that is, they are not adjusted to account for the different age structures of the Indigenous and non-Indigenous populations). Data are not available for calculating age standardised community correction offender rates.

Figure 8.3 Indigenous and non-Indigenous community corrections rates, 2009-10^{a, b}



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

Source: ABS (unpublished) Australian Demographic Statistics, December quarter, 2009, Cat. no. 3101.0; ABS (unpublished) Experimental Estimates and Projections, Indigenous Australians (series B), Cat. no. 3238.0; State and Territory governments (unpublished); table 8A.3; 2011 Report, figure 8.6, p. 8.10.

Framework of performance indicators

The Corrective services performance indicator framework outlined in figure 8.1 identifies the principal corrective services activity areas considered in the 2011 Report. Data for Indigenous people are reported for a subset of the performance indicators and are presented here. It is important to interpret these data in the context of the broader performance indicator framework. The framework shows which data are comparable. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary.

Indicator boxes presented throughout the chapter provide information about the reported indicators. As these are sourced directly from the 2011 Report, they may include references to data not reported for Indigenous people and therefore not included in this Compendium.

The Report's statistical appendix contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status) (Appendix A).

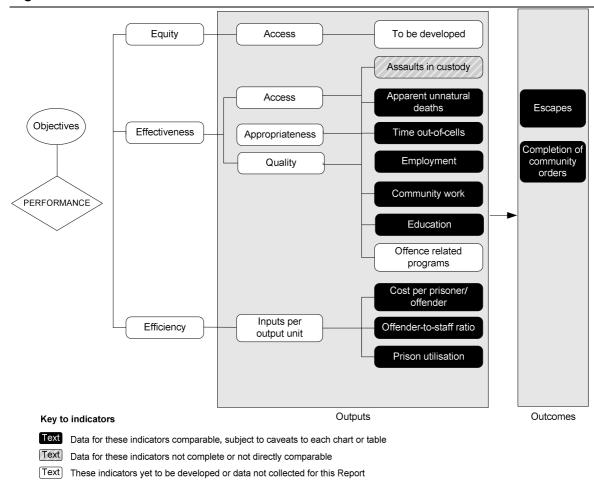


Figure 8.1 Performance indicators for corrective services

Source: 2011 Report, figure 8.7, p. 8.12.

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 8.2).

Box 8.2 Apparent unnatural deaths

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

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

Data reported for this indicator are comparable.

Data quality information for this indicator is under development.

Nationally, the rate of deaths from apparent unnatural causes for all prisoners was 0.05 per 100 prisoners in 2009-10 (table 8A.4). Table 8.1 presents data on number and rates of death from apparent unnatural causes in 2009-10, for Indigenous and non-Indigenous prisoners.

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

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Deaths/100 prisoners									
Indigenous	0.04	_	_	_	_	_	_	0.11	0.03
Non-Indigenous	0.07	0.10	0.10	_	_	_	_	_	0.06
Number of deaths									
Indigenous	1	_	_	_	_	_	_	1	2
Non-Indigenous	5	4	4	_	_	_	_	_	13

⁻ Nil or rounded to zero.

Source: State and Territory governments (unpublished); tables 8A.4, 8A.7, 8A.12, 8A.15, 8A.18, 8A.21, 8A.24, 8A.27 and 8A.32; 2011 Report, table 8.1, p. 8.15.

The national rate of deaths from apparent unnatural causes has continued to show the relatively low levels reported for past years in the five-year trend series for both Indigenous prisoners at 0.03 per 100 Indigenous prisoners in 2009-10 and 0.06 for non-Indigenous prisoners (table 8.2).

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

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Indigenous									
2005-06	_	_	_	_	_	_	_	_	_
2006-07	0.10	_	_	0.07	_	_	_	_	0.05
2007-08	_	_	_	_	_	_	_	_	_
2008-09	0.05	_	_	_	_	_	_	_	0.01
2009-10	0.04	_	_	_	_	_	_	0.11	0.03
Non-Indigenous									
2005-06	0.07	0.03	-	0.10	0.16	_	_	_	0.05
2006-07	0.08	_	0.05	_	0.15	_	_	_	0.05
2007-08	0.05	0.05	0.02	0.09	_	_	_	_	0.05
2008-09	0.04	0.05	0.10	_	0.07	_	1.01	_	0.05
2009-10	0.07	0.10	0.10	_	_	_	_	_	0.06

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

Source: State and Territory governments (unpublished); table 8A.5; 2011 Report, table 8.2, p. 8.16.

There were no deaths from apparent unnatural causes for periodic detainees in 2009-10 (table 8A.4).

Future directions in performance reporting

The disaggregation of various indicators by Indigenous and non-Indigenous status is being trialled for possible incorporation in future reports as the basis for equity-access indicator rates.

Definitions of key terms and indicators

Apparent unnatural death

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

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

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

Average number of hours ordered per offender

The balance of community work hours ordered to be worked per offender with active work orders containing community hours on the first day of the counting period and/or imposed new community work hours ordered during the counting period.

Average number of hours worked per offender

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

Capital costs per prisoner/offender

The daily cost per prisoner/offender (see definition below), based on the user cost of capital (calculated as 8 per cent of the value of government assets), depreciation, and debt servicing fees for privately owned facilities.

Community corrections

Community-based management of court-ordered sanctions, post-prison administrative arrangements and fine conversions for offenders, which principally involve the provision of one or more of the following activities: supervision; programs; or community work.

Community corrections rate

The annual average number of offenders per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.

Community corrections staff

Full-time equivalent staff employed in community corrections. Operational staff refers to staff whose main responsibility involves the supervision or provision of support services directly to offenders, for example, probation/parole/community corrections officers, home detention officers, case managers, program co-ordinators, and court advice workers. Other staff refers to staff based in Head Office or officers in the field whose responsibilities are managerial or administrative in relation to offender management. Staff members who perform a mix of caseload and administrative functions are allocated proportionately to each category based upon the workload assigned to that position.

Community work (offenders)

Hours of unpaid community work by offenders serving community corrections orders during the counting period.

Completion of community orders

The proportion of community orders successfully completed (by order type) within the counting period.

Daily average prisoner/periodic detention/offender population

The average number of prisoners, periodic detainees and/or offenders during the counting period.

Detainee

A person subject to a periodic detention order.

Education

The number of prisoners actively participating in education as a proportion of those who are eligible for educational opportunities. Those excluded from the count include:

- those in centres where education programs are not provided as a matter of policy or where education programs are not available (for example, remand centres, 24-hour court cells)
- remandees for whom access to education is not available
- · hospital patients who are medically unable to participate
- fine defaulters (who are incarcerated for only a few days at a time).

Employment

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:

- remandees who choose not to work
- hospital patients or aged prisoners who are unable to work
- prisoners whose protection status prohibits access to work
- fine defaulters (who are only incarcerated for a few days at a time).

Escape rate (open/secure)

Escapes refer to persons who escape from corrective services' custody (including under contract). The rate is expressed per 100 prisoners, calculated by dividing the number of escapes by the daily average open/secure prison population, multiplied by 100.

Home detention

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.

Imprisonment rate

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.

Indigenous status

Persons identifying themselves as either an Aboriginal or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. Counting is by self-disclosure.

Net operating expenditure per prisoner/offender

The daily cost of managing a prisoner/offender, calculated as the relevant operating expenditure figure net of operating revenues (see definitions below) divided by (i) the number of days spent in prison or detention by the daily average prisoner population and the daily average periodic detention population on a 2/7th basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively.

Number of correctional facilities

A facility legally proclaimed as a prison, remand centre or periodic detention centre for adults, operated or administered by State/Territory correctional agencies and including transition centres and 24-hour court cell complexes administered by corrective services.

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.

Operating expenditure

Expenditure of an ongoing nature incurred by government in the delivery of corrective services, including salaries and expenses in the nature of salary, other operating expenses incurred directly by corrective services, grants and subsidies to external organisations for the delivery of services, and expenses for corporate support functions allocated to corrective services by a broader central department or by a 'shared services agency', but excluding payroll tax.

Operating revenues

Revenue from ordinary activities undertaken by corrective services, such as prison industries.

Periodic detention

An order of confinement, imposed by a court of law, requiring that a person be held in a legally proclaimed prison or periodic detention facility for two consecutive days within a one-week period.

Periodic detention rate

The annual average number of periodic detainees per 100 000 population aged 17 years or over in those jurisdictions where persons are remanded or sentenced to adult custody at 17 years of age, or 18 years or over in those jurisdictions where the age for adult custody is 18 years old.

Periodic detention utilisation

The extent to which periodic detention capacity is meeting demand for periodic detention accommodation, calculated as the total daily average periodic detention population attending a residential component of the order, divided by average periodic detention design capacity.

Prison

A legally proclaimed prison or remand centre, which holds adult prisoners, excluding police prisons or juvenile detention facilities.

Prison utilisation The extent to which prison design capacity meets demand for prison

accommodation, calculated as the total daily average prisoner

population divided by average prison design capacity.

Prisoner A person held in full time custody under the jurisdiction of an adult

corrective service agency.

Private prison A government or privately owned prison (see prison) managed under

contract by a private sector organisation.

Recurrent expenditure The combined total of operating expenditure (see previous definitions)

and capital costs, that is, depreciation, debt servicing fees, and user

cost of capital.

Remand A legal status where a person is held in custody pending outcome of a

court hearing, including circumstances where the person has been

convicted but has not yet been sentenced.

Reparation order A subcategory of community-based corrections that refers to all

offenders with a community service bond/order or fine option that

requires them to undertake unpaid work.

Restricted A subcategory of community-based corrections that refers to an order movement order

that limits the person's liberty to their place of residence unless

authorised by corrective services to be absent for a specific purpose, for

example, Home Detention Orders.

Secure custody A custodial facility where the regime for managing prisoners requires

them to be confined by a secure perimeter physical barrier.

Serious assault An act of physical violence committed by a prisoner that resulted in

> physical injuries requiring medical treatment involving overnight hospitalisation in a medical facility (e.g. prison clinic, infirmary, hospital or a public hospital) or on-going medical treatment. Serious assaults include all sexual assaults. The criteria for reporting described for

'assaults' above also apply.

Supervision order A subcategory of community-based corrections that refers to orders that

include a range of conditions other than those categorised as restricted

movement or reparation.

Time out-of-cells The average number of hours in a 24-hour period that prisoners are not

confined to their own cells, averaged over all days of the year.

Total cost per prisoner/offender

The combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax and

transport/escort expenditure where reported separately by jurisdictions.

Transition Centres Transition Centres are residential facilities administered by corrective

services where prisoners are prepared for release towards the end of

their sentences.

Transport and escort

services

Services used to transport prisoners between prisons or to/from external locations (for example, court), including corrective services officers or external contractors involved in escorting prisoners as part of

the transport arrangements.

List of attachment tables

Table 8A.21

Table 8A.22

Effectiveness, prisons

Descriptors, community corrections

Attachment tables for data within this chapter are contained in the attachment to the Compendium. These tables are identified in references throughout this chapter by an 'A' suffix (for example, table 8A.3 is table 3). Attachment tables are provided on the Review website (www.pc.gov.au/gsp).

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