8 Corrective services

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| Attachment tables |
| Attachment tables are identified in references throughout this chapter by a ‘8A’ prefix (for example, table 8A.1). 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. |
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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:

1. youth justice[[1]](#footnote-1) (reported on in chapter 16, Youth justice services)
2. prisoners or alleged offenders held in forensic mental health facilities to receive psychiatric care (who are usually the responsibility of health departments)
3. 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and Territory governments are based on the definitions and counting rules from the National Corrections Advisory Group (unpublished) *Corrective Services Data Collection Manual 2013-14.*

Some key terms relating to corrective services are listed in box 8.1.

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| 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, which includes bail orders if these orders are subject to supervision by community corrections officers. |
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Improvements to the reporting of corrective services in this edition include:

* data for all measures of ‘community work’ for six jurisdictions, compared with five previously
* updated DQI to reflect amendments to current year reporting.

## 8.1 Profile of corrective services

### Service overview

The operation of corrective services is significantly influenced by, and in turn influences, other components of the criminal justice system such as police services and courts. The management of prisoners and offenders serving community corrections orders is the core business of all corrective services agencies. The scope of the responsibilities of these agencies, however, 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 maintained government-operated prison facilities during the reporting period while private prisons operated in five jurisdictions (NSW, Victoria, Queensland, WA and SA). One jurisdiction (the ACT) operated periodic detention for prisoners during the reporting period. Periodic detention was abolished as a sentencing option in NSW in 2010, but a small number of detainees who have not completed the order were managed under the non-residential stage of the program during the reporting period.

### Funding

Reported recurrent expenditure on prisons and periodic detention centres, net of operating revenues and excluding capital costs (depreciation, user cost of capital and debt service fees), payroll tax and expenditure on transport/escort services[[2]](#footnote-2) totalled $2.6 billion nationally in 2013-14. The equivalent figure for community corrections was $0.4 billion (table 8A.6).

For consistency with Justice sector overview C, the annual expenditure on corrective services presented in figure 8.1 combines prisons and community corrections net operating expenditure plus depreciation. Net operating expenditure on corrective services including depreciation was $3.4 billion in 2013-14 (table 8A.12) — an increase of 4.9 per cent over the previous year.

National expenditure per person in the population, based on net operating expenditure on prisons and community corrections plus depreciation, increased in real terms over the last five years, from $139 per person in 2009-10 to $144 per person in 2013-14 (figure 8.1).

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| Figure 8.1 Real net operating expenditure on prisons and community corrections plus depreciation, per person per year (2013‑14 dollars)**a, b, c** |
| |  | | --- | | Figure 8.1 Real net operating expenditure on prisons and community corrections plus depreciation, per person per year (2013-14 dollars)  More details can be found within the text surrounding this image. | |
| a Includes operating expenditure on prisons and community corrections (net of operating revenues) plus depreciation; excludes payroll tax, transport/escort services costs where reported separately from prison expenditure, debt servicing fees, and user cost of capital.b Per person cost is calculated using total population (all ages). c Time series financial data are adjusted to 2013-14 dollars using the General Government Final Consumption Expenditure (GGFCE) chain price deflator (2013-14 = 100) (table 2A.51). See chapter 2 (sections 2.5-6) for details. |
| *Source*: State and Territory governments (unpublished); table 8A.13. |
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### Size and scope of sector

#### Prison custody

Corrective services operated 111 custodial facilities nationally at 30 June 2014. These comprised 85 government-operated prisons, nine privately‑operated prisons, four transitional centres, one periodic detention centre (ACT), and twelve 24‑hour court cell complexes (holding prisoners under the responsibility of corrective services in NSW) (table 8A.2).

On average, 32 683 people per day (excluding periodic detainees) were held in Australian prisons during 2013-14 — an increase of 8.6 per cent over the average daily number in 2012-13 (table 8A.1). In addition, on average, 61 people per day were serving periodic detention orders in NSW and the ACT in 2013-14.

Excluding periodic detainees, 21.9 per cent of prisoners were held in open prisons  
and 78.1 per cent were held in secure facilities in 2013-14. A daily average  
of 6044 prisoners (18.5 per cent of the total national 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 2013‑14 comprised 30 138 males (92.2 per cent) and 2545 females (7.8 per cent). The daily average number of Aboriginal and Torres Strait Islander prisoners was 9027 — 27.6 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 (crude) imprisonment rate for all prisoners was 187.3 per 100 000 adults in 2013-14, compared to 172.4 in 2012-13 (figure 8.2). On a gender basis, the national imprisonment rate was 350.7 per 100 000 adult males and 28.7 per 100 000 adult females in 2013-14 (table 8A.4).

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| Figure 8.2 Imprisonment rates, total prisoners, five-year trends**a** |
| |  | | --- | | Figure 8.2 Imprisonment rates, total prisoners, five-year trends  More details can be found within the text surrounding this image. | |
| a Non-age standardised rates, based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult population estimates. Rates from 2011-12 onwards use population estimates based on the 2011 Census. |
| *Source*: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5. |
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The national (crude) imprisonment rate per 100 000 Aboriginal and Torres Strait Islander adults in 2013-14 was 2254.2 compared with a corresponding rate of 136.5 for non‑Indigenous prisoners (figure 8.3).

Imprisonment rate comparisons should be made with care, especially for states and territories with relatively small Aboriginal and Torres Strait Islander 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.

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| Figure 8.3 Aboriginal and Torres Strait Islander and non-Indigenous crude imprisonment rates, 2013‑14**a, b** |
| |  | | --- | | Figure 8.3 Aboriginal and Torres Strait Islander and non-Indigenous crude imprisonment rates, 2013-14  More details can be found within the text surrounding this image. | |
| a Non-age standardised rates based on the daily average prisoner population numbers supplied by State and Territory governments, calculated against adult Aboriginal and Torres Strait Islander and non‑Indigenous population estimates. b Excludes prisoners whose Indigenous status was reported as unknown. |
| *Source*: ABS (unpublished) *Australian Demographic Statistics*, 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.4. |
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The Aboriginal and Torres Strait Islander population has a younger age profile compared with the non‑Indigenous population, which contributes to higher crude imprisonment rates. Age standardisation is a statistical method that takes into account 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 Aboriginal and Torres Strait Islander adults in 2013-14 was 1774.9 compared with a corresponding rate of 142.7 for non‑Indigenous prisoners (figure 8.4). This represents a ratio of 12.4, compared with 16.5 for the crude imprisonment rate — that is, when taking into account the effect of differences in the age profiles between the two populations, Aboriginal and Torres Strait Islander imprisonment rates are 12.4 times greater than those for non-Indigenous adults, while rates that do not take age profile differences into account are 16.5 times greater.

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| Figure 8.4 Aboriginal and Torres Strait Islander and non-Indigenous age standardised imprisonment rates, 2013-14**a** |
| |  | | --- | | Figure 8.4 Aboriginal and Torres Strait Islander and non-Indigenous age standardised imprisonment rates, 2013-14  More details can be found within the text surrounding this image. | |
| 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*, 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.4. |
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While imprisonment rates for Aboriginal and Torres Strait Islander 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, 71.2 per cent of all prisoners were non-Indigenous in 2013-14 (table 8A.1).

Statistical information on the profile of prisoners additional to that provided in this Report is available through ABS publications. For example, *Prisoners in Australia* provides data on the offence types and length of sentences served by prisoners in each jurisdiction and nationally (ABS 2014).

#### Community corrections

Community corrections is responsible for a range of non-custodial sanctions and also manages prisoners who are released into the community and continue to be subject to corrective services supervision. In some jurisdictions, community corrections responsibility includes managing offenders on supervised bail orders.

All jurisdictions have reparation and supervision orders. Restricted movement orders were available in all jurisdictions except Victoria, Queensland, Tasmania and the ACT  
in 2013‑14. Table 8A.24 shows the range of sanctions involving corrective services that operated across jurisdictions during the reporting period.

These services vary in the extent and nature of supervision, the conditions of the order (such as a community work component or a requirement to attend an offender program) 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.

Nationally, an average of 56 315 offenders per day were serving community corrections orders in 2013-14 — an increase of 3.1 per cent from the previous year (table 8A.3). This daily average comprised 46 000 males (81.7 per cent), 10 281 females (18.3 per cent)  
and 34 offenders whose gender was not reported. The daily average  
comprised 11 535 Aboriginal and Torres Strait Islander offenders (20.5 per cent of the total community corrections population), 43 851 non‑Indigenous offenders (77.9 per cent)  
and 929 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 322.8 per 100 000 adults  
in 2013-14 compared to 313.0 in 2012‑13 (figure 8.5).

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| Figure 8.5 Community corrections rates, total offenders, five year trends**a** |
| |  | | --- | | Figure 8.5 Community corrections rates, total offenders, five year trends  More details can be found within the text surrounding this image. | |
| a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult population estimates. Rates since 2011-12 use population estimates based on the 2011 Census. |
| *Source*: ABS (unpublished) *Australian Demographic Statistics*, as at December of each year, Cat. no. 3101.0; State and Territory governments (unpublished); table 8A.5. |
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The national rate for female offenders was 116.1 per 100 000 adult females, compared with 535.2 for adult males in 2013-14 (table 8A.4). The national rate for Aboriginal and Torres Strait Islander offenders in 2013-14 was 2880.5 per 100 000 Aboriginal and Torres Strait Islander adults compared with 257.2 for non‑Indigenous offenders (figure 8.6).

Comparisons should be made with care, especially for those jurisdictions with relatively small Aboriginal and Torres Strait Islander 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 Aboriginal and Torres Strait Islander and non‑Indigenous populations). Data are not available for calculating age standardised community correction offender rates.

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| Figure 8.6 Aboriginal and Torres Strait Islander and non-Indigenous crude community corrections rates, 2013‑14**a, b** |
| |  | | --- | | Figure 8.6 Aboriginal and Torres Strait Islander and non-Indigenous crude community corrections rates, 2013-14  More details can be found within the text surrounding this image. | |
| a Non-age standardised rates based on the daily average offender population numbers supplied by State and Territory governments, calculated against adult Aboriginal and Torres Strait Islander and non‑Indigenous population estimates. b Excludes offenders whose Indigenous status was reported as unknown. |
| *Source*: ABS (unpublished) *Australian Demographic Statistics*, 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.4. |
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## 8.2 Framework of performance indicators

Corrective services performance is reported against objectives that are common to corrective services agencies in all jurisdictions (box 8.2). The performance indicator framework shows which data are comparable in the 2015 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 and data completeness from a Report‑wide perspective (see chapter 1, section 1.6).

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| Box 8.2 Objectives for corrective services |
| Corrective services contribute to the whole-of-government priority, to create safer communities through the administration of correctional sentences and orders. Objectives common to all jurisdictions are outlined below.  **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. |
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Definitions and counting rules were refined during the reporting period 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, some historical data in this Report may 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.

Figure 8.7 specifies the performance indicators associated with the objectives identified in box 8.2. For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately. For applicable efficiency indicators (such as cost per prisoner), periodic detainees are counted as two sevenths of a prisoner, because they generally spend two days a week in prison.

The Report’s statistical context chapter 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 (including Indigenous- and ethnic-status) (Chapter 2).

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| Figure 8.7 Corrective services performance indicator framework |
| |  | | --- | | Figure 8.7 Corrective services performance indicator framework  More details can be found within the text surrounding this image. | |
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Data quality information (DQI) has been progressively introduced for all indicators in the Report. The purpose of DQI is to provide structured and consistent information about quality aspects of data used to report on performance indicators, in addition to material in the chapter or sector overview and attachment tables. DQI in this Report cover the seven dimensions in the ABS’ data quality framework (institutional environment, relevance, timeliness, accuracy, coherence, accessibility and interpretability) in addition to dimensions that define and describe performance indicators in a consistent manner, and key data gaps and issues identified by the Steering Committee. All DQI for the 2015 Report can be found at www.pc.gov.au/rogs/2015.

## 8.3 Key performance indicator results

Performance is reported against the objectives for corrective services set out in   
box 8.2, 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.

### 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 8.3).

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| Box 8.3 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. |
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#### Effectiveness

##### Assaults in custody

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment, which includes 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 8.4).

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| Box 8.4 Assaults in custody |
| ‘Assaults in custody’ is defined as the number of victims of acts of physical violence committed by a prisoner that resulted in physical injuries reported over the year, divided by the annual daily average prisoner/detainee population, multiplied by 100 (to give the rate per 100 prisoners or 100 detainees). Rates are reported for two measures:   * assaults against another prisoner/detainee by seriousness of impact * assaults against a member of staff by seriousness of impact.   ‘Assaults’ refer to acts of physical violence resulting in a physical injury but not requiring overnight hospitalisation or on-going medical treatment. ‘Serious assaults’ refer to acts of physical violence resulting in injuries that require treatment involving overnight hospitalisation in a medical facility or ongoing medical treatment, as well as all sexual assaults.  Zero, low or decreasing rates of assaults in custody are desirable. The rates reported for this indicator should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner 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 measure are:   * comparable over time but not directly comparable across jurisdictions due to different reporting practices and variation in service delivery arrangements for delivering prisoner health care, whereby not all jurisdictions have access to the medical information needed to accurately classify incidents into the assault categories used in this indicator * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally in 2013-14, the rate of prisoner on prisoner assaults was 9.8 per 100 prisoners and the rate of prisoner on prisoner serious assaults was 0.8 per 100 prisoners. Prisoner on officer rates were 1.0 per 100 prisoners for assaults and 0.05 for serious assaults. There were no assaults for periodic detainees in 2013-14 (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 8.5).

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| Box 8.5 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 Aboriginal and Torres Strait Islander and non‑Indigenous prisoners or detainees.  Zero, low or decreasing rates of apparent unnatural deaths are desirable. The rates for this indicator should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner 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 measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally, the rate of deaths from apparent unnatural causes for all prisoners  
was 0.04 per 100 prisoners in 2013-14 (table 8A.15). Table 8.1 presents data on numbers and rates of death from apparent unnatural causes in 2013-14 for Aboriginal and Torres Strait Islander and non-Indigenous prisoners.

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| Table 8.1 Rate and number of prisoner deaths from apparent unnatural causes, by Indigenous status, 2013‑14 |
| |  |  |  |  |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | |  | |  | NSW | Vic | Qld | WA | SA | Tas | ACT | NT | Aust | | Deaths/100 prisoners | | |  |  |  |  |  |  |  |  |  | |  | Aboriginal and Torres Strait Islander | | – | – | – | – | – | – | – | – | – | |  | Non-indigenous | | 0.05 | – | 0.04 | 0.10 | 0.11 | – | 0.38 | 0.49 | 0.06 | | Number of deaths | | |  |  |  |  |  |  |  |  |  | |  | Aboriginal and Torres Strait Islander | | – | – | – | – | – | – | – | – | – | |  | Non-indigenous | | 4 | – | 2 | 3 | 2 | – | 1 | 1 | 13 | |
| – Nil or rounded to zero. |
| *Source*: State and Territory governments (unpublished); tables 8A.15, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72. |
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At zero per 100 Aboriginal and Torres Strait Islander prisoners, the national rate of deaths from apparent unnatural causes for Aboriginal and Torres Strait Islander prisoners in 2013‑14 has declined from the previous reporting period. The non-Indigenous rate of 0.06 is also lower than in 2012-13 (table 8A.16).

There were no deaths from apparent unnatural causes for periodic detainees in 2013-14 (table 8A.15).

##### 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 8.6).

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| Box 8.6 Time out-of-cells |
| ‘Time out-of-cells’ is defined as the average number of hours in a 24-hour period that prisoners are not confined to their cells or units. The periods during which prisoners are not confined to their cells or units provides them with the opportunity to participate in a range of activities that may include work, education and training, wellbeing, recreation and treatment programs, the opportunity to receive visits, and interacting with other prisoners and staff.  A relatively high or increasing average time out-of-cells per day is desirable. Prison systems with higher proportions of prisoners who need to be accommodated in more secure facilities because of the potentially greater risk that they pose to the community are more likely to report relatively lower time out-of-cells.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally in 2013-14, the average number of hours of time out‑of‑cells per prisoner per day was 10.1 (figure 8.8). Average time out-of-cells was higher for prisoners in open custody (13.2 hours) than for those held in secure custody (9.3 hours).

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| Figure 8.8 Time out-of-cells (average hours per day), 2013-14 |
| |  | | --- | | Figure 8.8 Time out-of-cells (average hours per day), 2013-14  More details can be found within the text surrounding this image. | |
| *Source*: State and Territory governments (unpublished); table 8A.18. |
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##### 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 8.7).

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| Box 8.7 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 and/or training, 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.  High or increasing percentages of prisoners and detainees in employment are desirable. 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.  This indicator should be interpreted with caution because of factors outside the control of corrective services, such as local economic conditions, which affect the capacity to attract commercially viable prison industries, particularly where prisons are remote from large population centres.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally in 2013-14, 77.1 per cent of the eligible prisoner population was employed (figure 8.9). Most prisoners were employed in service industries (45.9 per cent) or in commercial industries (30.3 per cent), with only a small percentage (0.9 per cent) on work release (table 8A.20).

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| Figure 8.9 Percentage of eligible prisoners employed, 2013-14 |
| |  | | --- | | Figure 8.9 Percentage of eligible prisoners employed, 2013-14  More details can be found within the text surrounding this image. | |
| *Source*: State and Territory governments (unpublished); table 8A.20. |
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##### 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 8.8).

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| Box 8.8 Community work |
| ‘Community work’ is defined as the ratio of:   * 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 * the hours actually worked during the current year.   Low or decreasing ratios of community work are desirable. Ratios reported for this indicator should be interpreted with caution. Offenders are required to complete the community work requirements by the expiry of their orders. However, hours worked in the current counting period can 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 can 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 measure are:   * comparable (subject to caveats) across jurisdictions and over time * not complete for the current reporting period. Data for 2013-14 are not available for NSW or Tasmania.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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The ratio for jurisdictions reporting on this indicator ranged between 1.8 and 3.9 (that is, for every hour worked in the year, between 1.8 and 3.9 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 and training

‘Education and training’ 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 8.9).

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| Box 8.9 Education and training |
| ‘Education and training’ is defined as the number of prisoners participating in one or more accredited education and training courses under the Australian Qualifications Framework as a percentage of those eligible to participate (that is, excluding those unable to participate for reasons of ill health, relatively short period of imprisonment or other reason). Education and training figures do not include participation in non-accredited education and training programs or a range of offence related programs that are provided in prisons, such as drug and alcohol programs, psychological programs, psychological counselling and personal development courses.  High or increasing education and training participation rates of prisoners are desirable. The rates reported for this indicator should be interpreted with caution as the indicator does not assess participation relative to individual prisoner needs, or measure successful program completion.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally in 2013-14, 32.7 per cent of eligible prisoners participated in accredited education and training courses (figure 8.10). Vocational education and training courses had the highest participation levels (26.2 per cent), followed by secondary school education (5.0 per cent), pre‑certificate Level 1 courses (4.6 per cent) and higher education (1.5 per cent) (table 8A.21).

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| Figure 8.10 Percentage of eligible prisoners enrolled in education and training, 2013-14 |
| |  | | --- | | Figure 8.10 Percentage of eligible prisoners enrolled in education and training, 2013-14  More details can be found within the text surrounding this image. | |
| *Source*: State and Territory governments (unpublished); table 8A.21. |
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##### 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 8.10).

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| Box 8.10 Offence related programs |
| Offence related programs are yet to be defined.  Data for this indicator were not available for the 2015 Report. |
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#### 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 geographic area across which services are delivered
* 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 8.11).

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| Box 8.11 Cost per prisoner/offender |
| ‘Cost per prisoner/offender’ is defined as the average daily cost of providing corrective services per prisoner and per offender, reported separately for net operating expenditure and for capital costs per prisoner and offender and for secure and open custody for prisoners.  A low or decreasing cost is desirable in achieving efficient resource management. Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low cost per prisoner, for example, can reflect less emphasis on providing prisoner programs to address the risk of 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 reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is www.pc.gov.au/rogs/2015. |
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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 2013-14, the total cost per prisoner per day, comprising net operating expenditure, depreciation, debt servicing fees and user cost of capital, was $292 (figure 8.11).

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| Figure 8.11 Total cost per prisoner per day, 2013-14**a** |
| |  | | --- | | Figure 8.11 Total costs per prisoner per day, 2013-14  More details can be found within the text surrounding this image. | |
| a Total cost per prisoner per day is the combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding payroll tax. Capital costs include the user cost of capital (including land), depreciation and debt servicing fees where applicable. Total cost excludes expenditure on transport and escort services where these are reported separately by jurisdictions. |
| *Source*: State and Territory governments (unpublished); table 8A.7. |
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The real net operating expenditure (which excludes capital costs and payroll tax) per prisoner per day was $227 nationally in 2009‑10 compared with $219 in   
2013-14 (figure 8.12).

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| Figure 8.12 Real net operating expenditure per prisoner per day  (2013-14 dollars)**a, b** |
| |  | | --- | | Figure 8.12 Real net operating expenditure per prisoner per day (2013-14 dollars)  More details can be found within the text surrounding this image. | |
| a Based on operating expenditure on prisons, net of operating revenues, and excluding payroll tax, capital costs, and transport and escort services expenditure where this is reported separately by jurisdictions. b Time series financial data are adjusted to 2013-14 dollars using the General Government Final Consumption Expenditure (GGFCE) chain price deflator (2013-14 = 100) (table 2A.51). See chapter 2 (sections 2.5-6) for details. |
| *Source*: State and Territory governments (unpublished); table 8A.9. |
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Nationally, the real net operating expenditure (which excludes capital costs and payroll tax) per offender per day increased from $20 in 2009-10 to $22 in 2013-14 (figure 8.13).

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| Figure 8.13 Real net operating expenditure per offender per day  (2013-14 dollars)**a, b** |
| |  | | --- | | Figure 8.13 Real net operating expenditure per offender per day (2013-14 dollars)   More details can be found within the text surrounding this image. | |
| a Based on operating expenditure on community corrections, net of operating revenues, and excluding payroll tax and capital costs. b Time series financial data are adjusted to 2013-14 dollars using the General Government Final Consumption Expenditure (GGFCE) chain price deflator (2013-14 = 100) (table 2A.51). See chapter 2 (sections 2.5-6) for details. |
| *Source*: State and Territory governments (unpublished); table 8A.11. |
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##### Offender-to-staff ratio

‘Offender-to-staff ratio’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.12).

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| Box 8.12 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.  A high or increasing ratio is desirable in achieving efficient resource management. Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A low or decreasing ratio can, 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 reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally, on a daily average basis, there were 17 offenders for every one (full‑time equivalent) community corrections staff member in 2013-14 (figure 8.14). The ratio  
was 22 offenders per operational staff member and 67 offenders per other staff member (table 8A.22).

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| Figure 8.14 Community corrections offender-to-staff ratios, 2013-14 |
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| *Source*: State and Territory governments (unpublished); table 8A.22. |
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##### Prison utilisation

‘Prison utilisation’ is an indicator of governments’ aim to provide corrective services in an efficient manner (box 8.13).

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| Box 8.13 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 provided for in the design capacity of the prisons, reported separately for open and secure prisons.  It is generally accepted that prisons require spare capacity to cater for the transfer of prisoners, special-purpose accommodation such as protection units, separate facilities for males and females and different security levels, and to manage short-term fluctuations in prisoner numbers. Percentages close to but not exceeding 100 per cent are desirable in achieving efficient resource management. Efficiency indicators are difficult to interpret in isolation and should be considered in conjunction with effectiveness indicators. A high utilisation percentage, for example, can impact adversely on effectiveness indicators such as ‘assaults’.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * not complete for the current reporting period. Data for 2013-14 are not available for Victoria or SA.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Nationally, prison utilisation was 104.4 per cent of prison design capacity in 2013-14. Prison utilisation in open prisons was 101.2 per cent and 105.5 per cent for secure facilities (figure 8.15).

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| Figure 8.15 Prison design capacity utilisation, 2013-14**a** |
| |  | | --- | | Figure 8.15 Prison design capacity utilisation, 2013-14  More details can be found within the text surrounding this image. | |
| a Victoria and SA did not report on this indicator. |
| *Source*: State and Territory governments (unpublished); table 8A.23. |
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### 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

‘Escapes’ 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 supervision in the community poses a risk to the safety of any person (box 8.14).

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| Box 8.14 Escapes |
| ‘Escapes’ is defined as the number of escapes divided by the annual average prisoner/detainee population, multiplied by 100 (to give a rate per 100 prisoners or 100 detainees), and is reported separately for prisoners escaping from secure custody and from open custody.  Zero, low or decreasing rates are desirable. Escape rates should be interpreted with caution. A single incident in a jurisdiction with a relatively small prisoner 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 actual incidents.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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Table 8.2 presents data on number and rates of escapes in 2013-14. Nationally, the rate of escapes from open custody was 0.36 per 100 prisoners and the rate of escape from secure custody was 0.05 per 100 prisoners.

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| Table 8.2 Rate and number of prisoner escapes, 2013-14 |
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| – Nil or rounded to zero. |
| *Source*: State and Territory governments (unpublished); tables 8A.17, 8A.26, 8A.34, 8A.40, 8A.46, 8A.52, 8A.58, 8A.64, and 8A.72. |
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There were no escapes by periodic detainees in 2013-14 (table 8A.17).

##### 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 particular 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 8.15).

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| Box 8.15 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.  High or increasing percentages of order completions are desirable. Completion rates should be interpreted with caution. The indicator is affected by differences in the overall risk profiles of offender populations, and risk assessment and breach procedure policies. High-risk offenders subject to higher levels of supervision have a greater likelihood of being detected when conditions of orders are breached. High breach rates could therefore be interpreted as a positive outcome reflecting the effectiveness of more intensive management of offenders. A high completion rate can mean either high compliance or a failure to detect or act on breaches of compliance.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * complete for the current reporting period (subject to caveats). All required 2013-14 data are available for all jurisdictions.   Data quality information for this indicator is at www.pc.gov.au/rogs/2015. |
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In 2013-14, 72.8 per cent of community corrections orders were completed. Completions by order type were: 75.6 per cent for restricted movement orders, 77.5 per cent for reparation orders and 70.1 per cent for supervision orders (figure 8.16).

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| Figure 8.16 Completion of community corrections orders, by type of order, 2013-14 a |
| |  | | --- | | Figure 8.16 Completion of community corrections orders, by type of order, 2013-14  More details can be found within the text surrounding this image. | |
| a Data for restricted movement orders are not applicable to Victoria, Queensland, Tasmania and the ACT, as these jurisdictions did not have this category of order during the reporting period. |
| *Source*: State and Territory governments (unpublished); table 8A.19. |
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## 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.

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

Work will also continue to further improve the comparability of financial indicators, with a particular focus on the treatment of expenditure on prisoner health services. Disaggregation of health costs from prison operating expenditure is currently being trialled as the basis for possible revision of prisoner cost indicators in future reports.

It is anticipated that time series reporting will be included for more indicators in the 2016 Report, where available.

A prisoner health indicator and data collection to monitor prisoner health and their access to health services over time is a prospective focus area in future (box 8.16).

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| Box 8.16 Prisoner health |
| Prisoner health services are delivered through a range of service delivery models and funding arrangements involving both corrective services agencies and health departments. In most jurisdictions, the health services to prisoners, including forensic mental health, are delivered by health departments, specialist agencies or private health services contractors, rather than directly by corrective services agencies.  The setting for the delivery of the services also varies considerably — in some jurisdictions, the health facilities located within the prison system enable the delivery of secondary health care services, while in others, medical services delivered within prisons are limited to primary care, with more complex services delivered in external health facilities.  Even where medical facilities are located within prisons, performance-related information is generally maintained by the relevant health authority in the jurisdiction, and not necessarily available to corrective services. This limits the current capacity to develop and report meaningful comparative performance measures within the corrective services indicator framework. |
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Data relating to prisoner health are not readily available. The AIHW has conducted three surveys’ relating to prisoner health. The surveys were conducted over a 2 week period  
in 2009, 2010 and 2012 respectively.The first two surveys’ provided information on the health status of prisoners on entry only. The third survey also collected data on discharge, with the intention these data might enable monitoring of prisoner health at both entry and discharge. The 2012 survey found that:

* prisoners in Australia have high rates of mental health related issues. In 2012, 21 per cent of people entering prison were taking medication for mental health issues, whilst 46 per cent of prison dischargees reported having ever been told they have a mental health issue (including alcohol and drug use issues) (AIHW 2013)
* prison entrants and dischargees reported engaging in various risky health behaviours including smoking tobacco, drinking alcohol at extreme levels and using illicit drugs. The rates of alcohol and other drug misuse are substantially higher than in the general community and include:
* 70 per cent of prison entrants reported using drugs illicitly during the previous 12 months
* 54 per cent of dischargees reported they were drinking alcohol at risky levels prior to their current imprisonment.
* 84 per cent of prisoner entrants reported that they smoke tobacco (AIHW 2013).

It was also found that rates for Aboriginal and Torres Strait Islander prisoners were higher than rates for non‑Indigenous prisoners (AIHW 2013).

## 8.5 Jurisdictions’ comments

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

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| **“** | **New South Wales Government comments** |  |
| The 2013-14 financial year was a period of change as well as consolidation for Corrective Services NSW (CSNSW). For most of the year, we competently managed an unprecedented growth in prisoner numbers while undergoing significant organisational change and reform in community and custodial corrections in order to improve the sustainability of correctional centres and enhance the scope for responding to such unanticipated fluctuations in inmate numbers.  During 2013-14, CSNSW has also been implementing important change to help break the cycle of re-offending and enhance community safety. Such changes include: the implementation of a new service delivery model as part of the Community Corrections reform program which focuses on risks and consequences of re-offending; and the launch of three major strategies related to reducing re-offending, Recognising gender difference – a strategy for program and service provision to women offenders, Family Matters - a Strategy for Service and Program Provision to Children and Families of Offenders, and the Strategy for Supporting Aboriginal Offenders to Desist from Re-offending.  This year has also seen a 15 per cent increase in male offenders completing the Violent Offenders Therapeutic Program and the expansion of the Intensive Drug and Alcohol Treatment Program (IDATP) to female offenders.  NSW is responsible for managing the largest correctional system in Australia. In 2012-13, after two years of declining prisoner numbers, NSW experienced an increase in the daily average prison population. In 2013-14, the prison population continued to increase, from an average of 9808 in 2012-13 to 10 447 in 2013-14. The highest daily prison population in 2013-14 was 11 021.  The daily average community corrections offender population remained relatively stable, increasing from 16 411 in 2012-13 to 16 491 in 2013-14. The rate of successful completions of community corrections orders also remained stable at 74.0 per cent in 2013-14, above the national average of 72.8 per cent.  Notwithstanding the increase in prisoner numbers, the rate of assaults and serious assaults on officers continued to decrease in 2013-14 with the prisoner on officer assault rate decreasing from 0.65 in 2011-12 to 0.55 which is well below the 2013-14 national average of 0.95. In addition, there were no Aboriginal deaths from unnatural causes in custody in NSW during 2013-14.  Prisoner education enrolments remained stable with 35.1 per cent of prisoners enrolled in some form of education. This level of enrolment is above the national average of 32.7 per cent. Prisoner education was enhanced with the launch of an Intensive Learning Centre (ILC) for inmates at the Mid North Coast Correctional Centre.  The net operating expenditure per prisoner per day decreased from $190.34 in 2012-13 to $181.60 in 2013-14. This is well below national average of $218.90 per prisoner per day. | **”** |

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| **“** | **Victorian Government comments**  There has been significant growth in correctional services in Victoria, with the daily average number of prisoners increasing by 13.3 per cent between 2012-13 and 2013-14, and the daily average number of offenders by 3.7 per cent over the same period. The rate of growth was significantly higher for female prisoners and offenders than for male prisoners and offenders: 17.8 per cent compared to 13.0 per cent for prisoners, and 9.6 per cent compared to 2.5 per cent for offenders.  Victoria’s crude imprisonment rate of 128 per 100 000 adults continued to be well below the national rate of 187 per 100 000 adults, while the community correction rate per 100 00 adults (207) was the lowest of any Australian jurisdiction, and substantially below the national rate of 323. Combining imprisonment and community correction rates into a total corrective services rate reveals that Victoria’s rate of 335 per 100 000 adults is well below any other jurisdiction’s rate, and significantly below the national rate of 510 per 100 000 adults.  There is significant over-representation of Indigenous prisoners and offenders in the criminal justice system. The daily average number of Indigenous prisoners increased by 20.0 per cent between 2012-13 and 2013-14, compared with a 12.3 per cent increase for non-Indigenous prisoners. There were no Indigenous deaths in custody in Victoria in 2013-14, and there has not been an Indigenous death from apparent unnatural causes since 2000-01.  Victoria continues to have the lowest expenditure on prisons and community corrections per head of population in Australia, and the highest proportion of prisoners participating in employment. | **”** |
| **“** | **Queensland Government comments**  During 2013-14, Queensland continued to experience high growth in prisoner numbers. Based on the average daily numbers there were 844 additional prisoners in 2013-14 compared to 2012-13, representing growth of 14.4 per cent.  This growth was managed through the efficient use of resources and is reflected in Queensland’s increased prison utilisation rate compared with the previous year (from 89.8 per cent to 98 per cent). The 2013-14 cost of containment per prisoner per day was 5.6 per cent lower than the 2012-13 result.  In response to the continued growth in prisoner numbers, existing infrastructure was commissioned in 2013-14. The Queensland Government has committed $132 million over four years from 2014-15 to increase correctional centre capacity, including the recommissioning of Borallon Correctional Centre in 2015.  Safety and security in our correctional centres is paramount and a key focus of Queensland Corrective Services (QCS) is to ensure that our staff are safe when performing their duties. QCS has introduced the Staying Safe initiative, focusing on three core areas – our place, our people and our practice. The Staying Safe Action Plan is aimed at continuous improvement in delivering a safe workplace for staff—with a zero tolerance for violence—in both the custodial and probation and parole environments. The plan also draws together and reinforces positive initiatives currently in place within QCS along with new initiatives which are being considered and trialled, such as on-body cameras for custodial officers.  In May 2014 all correctional centres in Queensland, including visits areas and car parks, went tobacco and smoke free. This initiative is delivering improved health outcomes for prisoners, staff and visitors and reduces the future cost to the health system of smoking related illness.  In 2013-14, there were an additional 853 offenders, on average, under supervision in the community compared to 2012-13.  Queensland continues to deliver cost-effective community supervision with resources prioritised according to risk, demonstrated by increasing rates for all order completions and a low cost of supervision per offender per day, which was approximately 4 per cent lower than the 2012-13 result.  QCS utilises biometric reporting for low risk offenders across Queensland, allowing probation and parole officers to focus more time on higher risk offenders while ensuring low risk offenders comply with their orders. Offenders subject to continuing supervision under the *Dangerous Prisoners (Serious Offenders) Act 2003* are subject to stringent management including Global Positioning System (GPS) monitoring.  The future direction for QCS will be to deliver a strong, safe, fair and value-for-money correctional system, consistent with the Queensland Government’s renewal program. | **”** |
| **“** | **Western Australian Government comments**  After a stable first half of the year, the State’s adult prisoner population grew steadily from January 2014 and peaked at 5308 on 2 June 2014. The daily average prison population for 2013-14 increased by 1.6 per cent from that of 2012-13. The daily average Aboriginal and Torres Strait Islander prisoner population rose by 1.2 per cent, and the non-Indigenous population rose by 1.9 per cent. The daily average female prisoner population grew by 3.9 per cent.  The Department managed 9877 adult offenders in the community during the financial year, including 3644 Aboriginal and Torres Strait Islander people. The daily average number of adult offenders being managed was 4341. In 2013-14, the daily average community corrections population increased by 5.0 per cent, following a 3.0 per cent decrease the previous year.  Despite the increasing prisoner population, WA had the second lowest rate in the country for serious assaults by prisoners on other prisoners. The prisoner‑on-staff serious assault rate was the highest in Australia. Safety of staff and those in our care are key priorities for the Department. Current risk mitigation strategies include the effective use of intelligence and dynamic security. These are constantly evolving and being enhanced.  There was one escape from open custody in WA during 2013-14, which equates to a rate of 0.10 escapes per 100 prisoners. This is below the national rate of 0.36. The rate of escape from secure custody rose to 0.22 per 100 prisoners. The majority of these escapes occurred from outside a prison facility (three from escort, three from hospital and one from court). A number of mitigation strategies have been implemented, including a review of the prisoner classification process; a review of escort procedures; a review of the use and appropriateness of restraints and update of associated policy; the development of a state wide security framework; more effective compliance auditing; and strengthening of the Department’s intelligence functions and capabilities.  The Department’s Prison Industries provide meaningful employment opportunities for prisoners in industries that replicate, as closely as possible, current industry standards. For 2013-14, WA reported that 74.4 per cent of its eligible prisoner population were employed in these industries, slightly below the national average of 77.1 per cent. The work carried out by these prisoners allows the WA prison system to be completely self-sufficient in a number of areas, including the supply of milk, egg and processing red meat, all mattress and pillow requirements, and 70.0 per cent of the fruit and vegetable requirements.  Within community corrections, adult offenders performed 103 600 hours of (unpaid) community work at 150 projects during 2013-14. Community work orders enable offenders to repay their debt to WA for crimes committed by contributing to important not-for-profit community projects while gaining new skills. WA reported the second highest ratio in Australia of community work hours ordered to hours actually worked. This is evidence of the effective administering of the work component of community corrections orders. | **”** |
| **“** | South Australian Government comments  In 2013-14, the daily average prisoner population in South Australia increased significantly by 10.3 per cent. Subsequently, extra beds have been implemented and prison capacities increased at various sites across the State to manage the increasing numbers. This included the opening of a new 108 bed accommodation unit at Mount Gambier Prison in August 2013.  The management of prisoners and offenders with complex needs continues to be a challenge and a key focus for the Department. Construction on the new Health Centre and High Dependency Unit at Yatala Labour Prison also commenced. The new Health Centre will meet all the primary health care needs of prisoners and will include state of the art consult facilities and inpatient accommodation. The High Dependency Unit will provide inpatient mental health assessment and treatment services for prisoners presenting with multiple and complex needs and a separate unit will cater for aged and infirmed prisoners with high care needs. The new facility is anticipated to be completed by late 2015.  Between 2012-13 and 2013-14, there was a 15.1 per cent increase in the female daily average prisoner population. It is widely recognised that women who offend have multiple, complex and inter-related needs, with many entering the correctional system with limited education, poor employment history, child care responsibilities, poor coping skills and experiences of childhood and adult abuse. To assist in gaining a better understanding of the profile of women offenders throughout the SA criminal justice system South Australia is developing an evidence-based framework to improve service delivery to female offenders. This will include a four-year action plan aimed at placing a direct focus on improved and targeted service delivery for female offenders.  Another highlight worthy of mention about female prisoners is the completion of construction of the new 20 bed secure accommodation at the Adelaide Women’s Prison. The unit has been divided into two 10 bed high security living units which will greatly assist in the management of high risk, high needs female prisoners, with complex behavioural and mental health needs.  As reported in the *2015 Report on Government Services*, SA still has the lowest rate of return to prison in comparison to other Australian jurisdictions. This is despite the SA rates for 2013-14 reflecting changes to legislation introduced in August 2012 that provides opportunity for parole to be cancelled for a breach of *any* condition of parole resulting in the parolee serving the remainder of the sentence(s) in prison. Previously, breaches of only certain types of conditions would result in cancellation of parole.  SA also exceeds the Australian national average of eligible prisoners participating in accredited education and vocational programs. A real highlight nationally is that there were no deaths from apparent unnatural causes of Aboriginal and Torres Strait Islander prisoners in 2013-14. | **”** |
| **“** | **Tasmanian Government comments**  Tasmania’s prison population has been largely stable in recent years. In contrast, the Community Corrections population increased again in 2013-14, continuing its substantial rise of recent years.  The focus within the Tasmania Prison Service (TPS) in 2013-14 was on establishing the foundations for an efficient and sustainable prison service, engaging staff and improving the effectiveness of processes. The achievements for this year include:   * reduced assault rates and reduced workers compensation claim numbers * reduced operational costs * reduced lockdowns for prisoners * increased cooperation between staff and management * increased community service by prisoners   The change process within the TPS has included a strong focus on violence reduction, and it is pleasing to note that the figures for assaults in prison are substantially reduced this year. Furthermore, there were no escapes or unnatural deaths in prison this year.  Construction associated with the Prisons Infrastructure Redevelopment Program (PIRP) continued. The project will provide additional facilities in the Risdon Prison Complex (RPC), including:   * a new Industries building and an Activities and Education Centre * additional multi-purpose rooms and exercise facilities * upgrades to various security systems and staff facilities.   Significant changes in Prison Education are in process. Senior secondary subjects previously provided by Flexible Learning are no longer offered.  A project is currently underway to transition the focus of the Prison Education Program from a general set of education opportunities for prisoners to a targeted set of employment pathways that will provide prisoners with employability skills and knowledge prior to their release. Enrolment numbers have dropped during this transition phase but are expected to increase substantially as the new program is progressively implemented.  In Community Corrections there has been an increased focus on delivery of programs, including better through-care and interventions for sex offenders on community-based orders.  Court Mandated Diversion for drug offenders continues to address offenders’ risk of reoffending through case management and therapeutic intervention.  Further detail on these developments is provided in the Tasmanian Department of Justice Annual Report 2013-14, which is available online. | **”** |
| **“** | **Australian Capital Territory Government comments** |  |
| In response to a dramatic and unprecedented rise in detainee numbers in the ACT during 2013, the ACT Government has committed $54.1 million in capital funding in the 2014-15 budget over two years to construct a new 30 cell special care centre and a new 56 cell/80 bed flexible accommodation unit inside the existing Alexander Maconochie Centre (AMC) fence line.  To inform the Government’s decisions in regard to this accommodation expansion, ACT Corrective Services commissioned and published research and analysis entitled “Drivers of Imprisonment Rates in the ACT”, which provides high, medium and low detainee population growth forecasts for the ACT.  The Extended Throughcare pilot program became fully operational during 2013 14 and offers detainees who have served a full-time custodial sentence, as well as all women exiting the AMC, support to reintegrate back into the community. The program is voluntary and has been very well received with an uptake rate exceeding 90 per cent of eligible clients. Initially funded across 2012-13 and 2013-14, further funding has been provided in 2014-15 to continue the program for a further two years.  In 2013-14, the ACT Government provided ACT Corrective Services with ongoing funding of approximately $1.5 million for additional resources in order for Corrective Services to meet continued increases in service demand and trainee expenses and ensure it maintained an appropriately secure and functional environment.  One-off funding of $0.3 million was also provided to maintain resourcing to manage offenders either on parole or court ordered sanctions. This supports specific non-custodial options as part of the ACT Government’s ongoing commitment to reducing recidivism and improving community safety.  ACT Corrective Services continued working on the Corrections Information Management System project with significant progress being made on identifying business processes and data requirements to support operations. This project, once finalised, will see future enhancement on our data collection and reporting capability. | **”** |
| **“** | **Northern Territory Government comments**  The Northern Territory Department of Correctional Services (NTDCS) strategic mission is to reduce recidivism through targeted prisoner training, education and employment, supported accommodation, regional work camps and community partnerships. During the 2013-14 financial year, Barkly Work Camp provided assistance to organisations and events in the setup, dismantling and general clean-up work. Datjala Work Camp was established during 2013-14 and was initially located 30 kilometres outside of Nhulunbuy at Gulkula. The initiative aims to positively reintegrate offenders back in to the community through sustainable employment, provide greater opportunity for reparation and provide support to communities by filling possible skill shortages.  As of 1 July 2013, tobacco products were totally banned within Department of Correctional Services (NTDCS) custodial, youth detention or community corrections facilities. There continues to be little evidence of disruption and NTDCS has become a key advisor to other Australian correctional jurisdictions in smoke free introduction.  The construction of the new Darwin Correctional Centre (DCC) continued throughout 2013-14 and is expected to be completed due by late 2014. DCC along with the introduction of new legislation, support new developments in correctional services operations. DCC provides a significant change to the department’s core business of managing prisoners and embodies the innovation upon which NTDCS prides itself and includes; in cell learning management system and education/programs for up to 250 prisoners as well as cutting edge industries facilities including kitchen, laundry, metal fabrication and wood working. The Alice Springs Correctional Centre (ASCC) upgrades include a new renal room at the prisoner medical centre, new low security cottages (and refurbishment to existing cottages) as well as new industry facilities including textiles, food packaging and a ragging operation. In the ASCC Industries Sector a metal fabrication shed is under construction as part of the *Sentenced to a Job* government initiative.  NTDCS Community Corrections has successfully trialled an electronic monitoring device (for a serious sex offender) which encompasses both radio frequency and Global Positioning System (GPS) technologies. The initiative which will soon be expanded, and when used in a targeted manner has the ability to significantly reduce the risk of reoffending.  A NTDCS Community Corrections project initiative, to design and implement a suite of educational resources to be written in plain English in addition to eight Indigenous languages in audio, will be used to assist staff to better explain the type and conditions of order to offenders.  NTDCS Elders Visiting Program (EVP) conducted their annual forum which focussed on a ‘three regions’ regional model of the Barkly/Central, Katherine and Saltwater/Gulf regions, with a possible expansion in to a fourth and new representative region ‘Gulf – Borroloola’. The contribution of the EVP is invaluable, assisting NTDCS to address recidivism and improve the over proportionate levels of Aboriginal and Torres Strait Islander offenders. | **”** |

## 8.6 Definitions of key terms

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| **24-hour court cell** | Cells located in a court and/or police complex that are administered by corrective services. |
| **Assault** | An act of physical violence committed by a prisoner or periodic detainee that resulted in physical injuries. 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 of a person:  who is in corrective services custody (which includes deaths that occur within prisons and periodic detention centres, during transfer to or from prison, within a medical facility following transfer from prison, or in the custody of corrective services outside a custodial facility)  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 total 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, 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 orders and administrative arrangements and fine conversions for offenders, which principally involve one or more of the following requirements: supervision; program participation; or community work. |
| **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)** | Unpaid community work (hours) by offenders serving community corrections orders during the counting period. |
| **Comparability** | The approach in this Report to defining comparability is if the reported data (subject to caveats) can be used to inform an assessment of comparative performance. Typically, data are considered comparable when they are collected in the same way and in accordance with the same definitions. For comparable indicators or measures, significant differences in reported results allow an assessment of differences in performance, rather than being the result of anomalies in the data. |
| **Completeness** | The approach in this Report to defining completeness is if all required data are available for all jurisdictions that provide the service. |
| **Completion  of community orders** | The percentage of community orders that were completed successfully within the counting period (by order type). An order is successfully completed if the requirements of the order are satisfied. An order is unsuccessfully completed if the requirements of the order were breached for failure to meet the order requirements or because further offences were committed. |
| **Detainee** | A person subject to a periodic detention order. |
| **Education and training** | The number of prisoners actively participating in education and training as a percentage of eligible prisoners. Prisoners excluded as ineligible for education and training may include:   * prisoners in centres where education and/or training programs are not provided as a matter of policy or where education and/or training programs are not available (for example, remand centres, 24-hour court cells) * remandees for whom access to education and training 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 number of prisoners or periodic detainees employed as a percentage of those eligible to participate in employment. Prisoners excluded as ineligible for employment includes those undertaking full time education and/or training 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). |
| **Escapes** | The escape of a prisoner under the direct supervision of corrective services officers or private providers under contract to corrective services, including escapes during transfer between prisons, during transfer to or from a medical facility and escapes that occurred from direct supervision by corrective services outside a prison, for example during escort to a funeral or medical appointment. 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. The rate for periodic detainees relates to those detainees who have been convicted of escape from lawful custody, and is calculated by dividing the number of escapes by the daily average detainee 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. |
| **Aboriginal and Torres Strait Islander 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. |
| **Net operating expenditure per prisoner/offender** | The daily cost of managing a prisoner/offender, based on operating expenditure net of operating revenues (see definitions below) divided by (i) the number of days spent in prison or detention by the daily average prisoner population and the daily average periodic detention population on a 2/7th basis or (ii) the number of days spent under community corrections supervision by the daily average community corrections population respectively. |
| **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 daily average number of offenders divided by the number of fulltime (equivalent) staff employed in community corrections. |
| **Open prison** | 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 centre capacity meets 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 services 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 orders that refers to an order 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 an 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 prison** | 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 an order that includes 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 or units, averaged over the year. |
| **Total cost per prisoner/offender** | The combined operating expenditure and capital costs per prisoner per day, net of operating revenues and excluding transport/escort expenditure where reported separately by jurisdictions. |
| **Transitional Centres** | Transitional 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), whether by corrective services officers or external contractors involved in escorting prisoners as part of the transport arrangements. |

## 8.7 List of attachment tables

Attachment tables are identified in references throughout this appendix by an ‘8A’ prefix (for example, table 8A.1). Attachment tables are provided on the Review website (www.pc.gov.au/gsp).

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| **Table 8A.76** | Efficiency, community corrections |

## 8.8 References

ABS (Australian Bureau of Statistics)2013, *Prisoners in Australia,* Cat. no. 4517.0, Canberra.

AIHW 2013, *The health of Australia’s prisoners* *2012,* Cat. no. PHE 170, Canberra.

1. From 2004-05, NSW Corrective Services has managed one 40 bed facility that houses males aged 16 to 18 years. 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 half of one per cent) they will have a negligible effect on these indicators and are not footnoted to each table and figure. [↑](#footnote-ref-1)
2. Tasmania and the NT are unable to disaggregate prisoner transport costs from other prison operating costs. NSW and Queensland were unable to fully disaggregate all such costs in 2013-14 and therefore some transport and escort costs are included under operating expenditure. [↑](#footnote-ref-2)