# 8 Corrective services

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This chapter reports on the performance of corrective services, which 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 17, 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 detention centres.

Key descriptive terms used in this chapter are defined in section 8.4. All abbreviations used in this Report are available in a complete list in volume A: Approach to performance 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 of 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, youth 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.

Community corrections is responsible for administering 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. 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. In some jurisdictions, community corrections responsibility includes managing offenders on supervised bail orders. Table 8A.23 shows the range of sanctions involving corrective services that operated across jurisdictions 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, expenditure on transport/escort services and prisoner health[[2]](#footnote-2) totalled $2.9 billion nationally in 2015‑16. The equivalent figure for community corrections was $0.5 billion (table 8A.1). For consistency with Justice sector overview C, the annual expenditure on corrective services combining prisons and community corrections net operating expenditure plus depreciation is also provided, totalling $3.7 billion in 2015‑16 — a real increase of 2.8 per cent from 2014-15 (table 8A.2).

Prison expenditure has been revised from previous reports to improve comparability by excluding the costs of delivering prisoner health services, as the proportion of such costs previously reported under corrective services expenditure, rather than incurred directly by other agencies, varies substantially between jurisdictions.

### Size and scope of sector

#### Prison custody

Corrective services operated 112 custodial facilities nationally at 30 June 2016, comprising 86 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.3).

On average, 37 456 people per day (excluding periodic detainees) were held in Australian prisons during 2015‑16 (table 8A.4), of which 78.4 per cent were held in secure facilities. A daily average of 6989 prisoners (18.7 per cent of the prisoner population, excluding periodic detainees) were held in privately operated facilities during the year (table 8A.4).

The daily average number of prisoners (excluding periodic detainees) in 2015‑16 comprised 34 526 males and 2930 females, with females comprising 7.8 per cent of the daily average population. The daily average number of Aboriginal and Torres Strait Islander prisoners was 10 382 — 27.7 per cent of prisoners nationally (table 8A.4).

Nationally in 2015-16, the imprisonment rate was 201.0 per 100 000 people in the relevant adult population (figure 8.1). This represents an increase of 22.7 per cent since 2006‑07 (table 8A.5).

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| Figure 8.1 Imprisonment rates, total prisoners**a** |
| Figure 8.1 Imprisonment rates, total prisoners  More details can be found within the tex surrounding this image. |
| |  | | --- | | a See table 8A.5 for detailed footnotes and caveats. |   *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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Nationally in 2015-16, the imprisonment rate for males (376.1 per 100 000 males) was more than 12 times the rates for females (31.0 per 100 000 females) in the relevant adult population (table 8A.5).

The national (crude) imprisonment rate per 100 000 Aboriginal and Torres Strait Islanders in the relevant adult population was 2330.4 in 2015‑16 compared with a corresponding rate of 147.2 for non‑Indigenous prisoners (table 8A.5). 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.

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. After adjusting for differences in population age structures, the national age standardised imprisonment rate per 100 000 Aboriginal and Torres Strait Islanders in the relevant adult population in 2015‑16 was 1837.9, compared with a corresponding rate of 155.4 for non‑Indigenous prisoners (figure 8.2). This means, when taking into account the effect of differences in the age profiles between the two populations, Aboriginal and Torres Strait Islander imprisonment rates are almost 12 times greater than those for non‑Indigenous adults, while rates that do not take age profile differences into account are almost 16 times greater.

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| Figure 8.2 Aboriginal and Torres Strait Islander and non‑Indigenous age standardised imprisonment rates, 2015‑16**a** |
| |  | | --- | | Figure 8.2 Aboriginal and Torres Strait Islander and non-Indigenous age standardised imprisonment rates, 2015-16  More details can be found within the text surrounding this image. | |
| a See table 8A.5 for detailed footnotes and caveats. |
| *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); State and Territory governments (unpublished); table 8A.5. |
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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. Ten-year trends in daily average numbers and rates for Aboriginal and Torres Strait Islander and for non‑Indigenous prisoners are reported in table 8A.6.

#### Community corrections

Nationally, on a daily average basis, there were 16.5 offenders for every one (full-time equivalent) community corrections staff member in 2015-16 (table 8A.7).

Nationally, an average of 63 521 offenders per day were serving community corrections orders in 2015‑16 (table 8A.8), with females representing 18.3 per cent of the offender population (higher than the proportion in the prison population), and Aboriginal and Torres Strait Islander offenders representing 19.6 per cent of the offender population (lower than the proportion in the prison population).

The national community corrections rate was 340.9 per 100 000 relevant adult population in 2015‑16. This is higher than the rate of 332.9 in 2006‑07 (figure 8.3).

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| Figure 8.3 Community corrections rates, total offenders, 2015‑16**a** |
| |  | | --- | | Figure 8.3 Community corrections rates, total offenders, 2015-16  More details can be found within the text surrounding this image. | |
| a See table 8A.5 for detailed footnotes and caveats.  *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 123.2 compared with 564.7 for male offenders in 2015‑16 (table 8A.5) and the national (crude) rate for Aboriginal and Torres Strait Islander offenders was 2799.2 compared with 273.6 for non‑Indigenous offenders (table 8A.5) in each relevant adult population (data are not available for calculating age standardised community correction offender rates).

As with prisoners, comparisons should be made with care because small changes in offender numbers in jurisdictions with relatively small Aboriginal and Torres Strait Islander populations can cause variations in rates that do not accurately represent either real trends over time or consistent differences from other jurisdictions. Ten year trends are reported in table 8A.9.

## 8.2 Framework of performance indicators

Corrective services performance is reported against objectives that are common to corrective services agencies in all jurisdictions (box 8.1).

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| Box 8.1 Objectives for corrective services |
| Corrective services aim to contribute to the protection and creation of safer communities through the effective management of offenders and prisoners, commensurate with their needs and the risks they pose to the community, by providing:   * a safe, secure and humane custodial environment * appropriate management of community corrections orders * programs and services 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.   Governments aim for corrective services to meet these objectives in an equitable and efficient manner. |
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The performance indicator framework provides information on equity, efficiency and effectiveness, and distinguishes the outputs and outcomes of corrective services (figure 8.4). For periodic detainees, effectiveness indicators, such as assault and death rates, are reported separately in footnotes to the relevant tables. 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 framework shows which data are comparable in the 2017 Report. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability, data completeness and information on data quality from a Report‑wide perspective. In addition to section 8.1, the Report’s statistical context chapter (chapter 2) contains data that may assist in interpreting the performance indicators presented in this chapter.

Improvements to performance reporting for corrective services are ongoing and will include identifying indicators to fill gaps in reporting against key objectives, improving the comparability and completeness of data and reviewing proxy indicators to see if more direct measures can be developed.

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| Figure 8.4 Corrective services performance indicator framework |
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| *Figure 8.4 Corrective services performance indicator framework  More details can be found within the text surrounding this image.* |
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## 8.3 Key performance indicator results

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 services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1). Output information is also critical for equitable, efficient and effective management of government services.

### Equity

Equity of access in corrective services has been identified as a key area for development in future reports (box 8.2).

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| Box 8.2 Equity — 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

#### Appropriateness — Offence-related programs

‘Offence related programs’ is an indicator of governments’ objective of providing programs and services 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 (box 8.3).

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| Box 8.3 Offence related programs |
| Offence related programs are yet to be defined.  Data for this indicator were not available for the 2017 Report. |
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#### Appropriateness — Education and training

‘Education and training’ is an indicator of governments’ objective of providing programs and services 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 (box 8.4).

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| Box 8.4 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). These data 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 2015‑16 data are available for all jurisdictions. |
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Nationally in 2015‑16, 34.4 per cent of eligible prisoners participated in accredited education and training courses (figure 8.5). Vocational education and training courses had the highest participation levels (24.7 per cent), followed by pre‑certificate Level 1 courses (6.6 per cent), secondary school education (5.0 per cent) and higher education (1.7 per cent) (table 8A.10).

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| Figure 8.5 Percentage of eligible prisoners in education and training, 2015‑16**a** |
| |  | | --- | | Figure 8.5 Percentage of eligible prisoners in education and training, 2015-16  More details can be found within the text surrounding this image. | |
| a See box 8.5 and table 8A.10 for detailed definitions, footnotes and caveats.  *Source*: State and Territory governments (unpublished); table 8A.10. |
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#### Appropriateness — Employment

‘Employment’ is an indicator of governments’ objective of providing programs and services 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 (box 8.5).

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| Box 8.5 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, as 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 2015‑16 data are available for all jurisdictions. |
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Nationally in 2015‑16, 74.9 per cent of the eligible prisoner population was employed (figure 8.6). Most prisoners were employed in service industries (45.4 per cent) or in commercial industries (28.8 per cent), with only a small percentage (0.7 per cent) on work release (table 8A.11).

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| Figure 8.6 Percentage of eligible prisoners employed, 2015‑16**a** |
| |  | | --- | | Figure 8.6 Percentage of eligible prisoners employed, 2015-16  More details can be found within the text surrounding this image. | |
| a See box 8.6 and table 8A.11 for detailed definitions, footnotes and caveats.  *Source*: State and Territory governments (unpublished); table 8A.11. |
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#### Appropriateness — Time out‑of‑cells

‘Time out‑of‑cells’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (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 2015‑16 data are available for all jurisdictions. |
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Nationally in 2015‑16, the average number of hours of time out‑of‑cells per prisoner per day was 9.9 (figure 8.7). Average time out‑of‑cells was higher for prisoners in open custody (12.6 hours) than for those held in secure custody (9.2 hours).

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| Figure 8.7 Time out‑of‑cells (average hours per day), 2015‑16**a** |
| |  | | --- | | Figure 8.7 Time out-of-cells, average hours per day, 2015-16  More details can be found within the text surrounding this image. | |
| a See box 8.7 and table 8A.12 for detailed definitions, footnotes and caveats.  *Source*: State and Territory governments (unpublished); table 8A.12. |
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#### Appropriateness — Community work

‘Community work’ is an indicator of governments’ objective of providing appropriate management of community corrections orders (box 8.7).

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| Box 8.7 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. Hours worked in the current counting period can relate to hours directed to be worked on 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. 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 2015‑16 are not available for NSW or Tasmania. |
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The ratio for jurisdictions reporting on this indicator ranged between 1.7 and 3.5 (that is, for every hour worked in the year, between 1.7 and 3.5 hours had been ordered to be worked in the year or had been carried over as incomplete work hours from the previous year). Nationally (for available jurisdictions), the ratio was 1.9 (table 8A.13).

#### Appropriateness — Prison utilisation

‘Prison utilisation’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (box 8.8).

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| Box 8.8 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.  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. Therefore percentages close to but not exceeding 100 per cent are desirable.  Data reported for this measure are:   * comparable (subject to caveats) across jurisdictions and over time * not complete for the current reporting period. Data for 2015‑16 were not provided by Victoria or SA. |
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Nationally in 2015-16, prison utilisation was 111.4 per cent of prison design capacity. Prison utilisation was 99.4 per cent in open prisons and 115.9 per cent for secure facilities (figure 8.8).

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| Figure 8.8 Prison design capacity utilisation, 2015‑16**a, b** |
| |  | | --- | | Figure 8.8 Prison design capacity utilisation, 2015-16  More details can be found within the text surrounding this image. | |
| a Data not provided by Victoria and SA. b See box 8.9 and table 8A.14 for detailed definitions, footnotes and caveats. |
| *Source*: State and Territory governments (unpublished); table 8A.14. |
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#### Quality — Apparent unnatural deaths

‘Apparent unnatural deaths’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (box 8.9).

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| Box 8.9 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.  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 2015‑16 data are available for all jurisdictions. |
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Nationally, the rate of deaths from apparent unnatural causes for all prisoners  
was 0.06 per 100 prisoners in 2015‑16 (table 8A.15). The national rate of deaths for Aboriginal and Torres Strait Islander prisoners in 2015‑16 was 0.06 per 100 Aboriginal and Torres Strait Islander prisoners and the equivalent non‑Indigenous rate was also 0.06 (table 8.1).

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| Table 8.1 Rate and number of prisoner deaths from apparent unnatural causes, by Indigenous status, 2015‑16**a** |
| |  |  |  |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | |  | | NSW | Vic | Qld | WA | SA | Tas | ACT | NT | Aust | | Deaths/100 prisoners | | | | | | | | | | | |  | Aboriginal and Torres Strait Islander | 0.03 | – | 0.04 | 0.14 | – | – | 1.09 | – | 0.06 | |  | Non‑indigenous | 0.05 | 0.04 | 0.04 | 0.08 | 0.09 | – | – | 0.37 | 0.06 | | Number of deaths | | | | | | | | | | | |  | Aboriginal and Torres Strait Islander | 1 | – | 1 | 3 | – | – | 1 | – | 6 | |  | Non‑indigenous | 5 | 2 | 2 | 3 | 2 | – | – | 1 | 15 | |
| a See box 8.10 and tables 8A.15 and 8A.16 for detailed definitions, footnotes and caveats. – Nil or rounded to zero.  *Source*: State and Territory governments (unpublished); table 8A.16. |
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There were no deaths from apparent unnatural causes for periodic detainees in 2015‑16 (table 8A.15).

#### Quality — Assaults in custody

‘Assaults in custody’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment (box 8.10).

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| Box 8.10 Assaults in custody |
| ‘Assaults in custody’ is defined as the number of victims of acts of physical violence committed by a prisoner or detainee 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 2015‑16 data are available for all jurisdictions. |
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Table 8.2 presents data on assault rates in 2015‑16. Australian averages have not been calculated as this indicator is not comparable across jurisdictions.

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| Table 8.2 Rate of prisoner assaults, 2015‑16**a** |
| |  |  |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | |  | NSW | Vic | Qld | WA | SA | Tas | | ACT | NT | | Prisoner on prisoner | | | | | | | | | | | Serious assaults | 0.59 | 1.09 | 2.25 | 0.84 | 1.29 | 1.53 | | 0.75 | 0.06 | | Assaults | 23.68 | 16.14 | 7.09 | 3.74 | 8.29 | 8.97 | | 16.92 | 3.31 | | Prisoner on staff | | | | | | | | | | | Serious assaults | – | 0.05 | 0.01 | 0.17 | – | 0.38 | – | | – | | Assaults | 1.95 | 2.01 | 0.90 | 1.35 | 0.28 | 3.44 | – | | 0.06 | |
| a See box 8.11 and table 8A.17. – Nil or rounded to zero. |
| *Source*: State and Territory governments (unpublished); table 8A.17. |
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There was only one assault for periodic detainees in 2015‑16, by a detainee on another detainee, which is a rate of 2.98 per 100 detainees in the ACT. There were no serious assaults on detainees and no assaults or serious assaults on staff (table 8A.17).

### Efficiency

#### Cost per prisoner/offender

‘Cost per prisoner/offender’ is an indicator of governments’ objective 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.  Factors that can affect the results for this indicator include: the composition of the prisoner population requiring different accommodation and/or management; the size and dispersion of the geographic area across which services are delivered; the potential (or lack of) for economies of scale; and, the impact of the wider criminal justice system policies and practices.  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 2015‑16 data are available for all jurisdictions. |
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Capital costs in this section include 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 and identifies 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 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.18, to allow users to consider any differences in land values across jurisdictions when comparing the data.

The equivalent capital costs for privately owned prisons are debt servicing fees. These fees are financial lease payments incurred by governments as part of the contracts for privately owned prisons and prisons built under Public‑Private Partnership arrangements, paid to private owners in addition to payments relating to prison operations.

Nationally in 2015‑16, the total cost per prisoner per day, comprising net operating expenditure, depreciation, debt servicing fees and user cost of capital (but excluding payroll tax and, where able to be disaggregated by jurisdictions, prisoner transport and escort costs and prisoner health expenditure), was $283 (figure 8.9).

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| Figure 8.9 Total cost per prisoner per day, 2015‑16**a** |
| |  | | --- | | Figure 8.9 Total cost per prisoner per day, 2015-16  More details can be found within the text surrounding this image. | |
| a See box 8.12 and table 8A.18 for detailed definitions, footnotes and caveats. |
| *Source*: State and Territory governments (unpublished); table 8A.18. |
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Nationally in 2015‑16, the real net operating expenditure (which excludes operating revenues, capital costs, payroll tax, prisoner transport and escort costs and prisoner health expenditure) was $210 per prisoner per day compared with $229 in 2011‑12 (figure 8.10) and $21 per offender per day compared with $25 in 2011‑12 (figure 8.11).

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| Figure 8.10 Real net operating expenditure per prisoner per day  (2015‑16 dollars)**a** |
| |  | | --- | | Figure 8.10 Real net operating expenditure per prisoner per day in 2015-16 dollars  More details can be found within the text surrounding this image. | |
| a See box 8.12 and table 8A.19 for detailed definitions, footnotes and caveats.  *Source*: State and Territory governments (unpublished); table 8A.19. |
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| Figure 8.11 Real net operating expenditure per offender per day  (2015‑16 dollars)**a** |
| |  | | --- | | Figure 8.11 Real net operating expenditure per offender per day in 2015-16 dollars  More details can be found within the text surrounding this image. | |
| a See box 8.12 and table 8A.19 for detailed definitions, footnotes and caveats. |
| *Source*: State and Territory governments (unpublished); table 8A.19. |
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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).

#### Completion of community orders

‘Completion of community orders’ is an indicator of governments’ objective of appropriate management of offenders, in a manner commensurate with their needs and the risks they pose to the community (box 8.12).

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| Box 8.12 Completion of community orders |
| ‘Completion of community orders’ is defined as the percentage of community corrections orders completed during the year that were not breached for failure to meet the order requirements or because further offences were committed. Order requirements may involve 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.  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 offender management. Alternatively, 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 2015‑16 data are available for all jurisdictions. |
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In 2015‑16, 72.8 per cent of community corrections orders were completed. Disaggregations by sex and Indigenous status for completed orders are available for the first time in this report and show that, nationally, order completion rates were higher for females than males (74.5 and 72.4 per cent respectively) and for non-Indigenous than Aboriginal and Torres Strait islander offenders (75.6 and 63.1 per cent respectively). Completions by order type were highest for reparation orders (77.1 per cent), followed by supervision orders (70.9 per cent) and restricted movement orders (62.4 per cent) (figure 8.12).

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| Figure 8.12 Completion of community corrections orders, by type of order, 2015‑16a, b |
| |  | | --- | | Figure 8.12 Completion of community corrections orders, by type of order, 2015-16  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. b See box 8.13 and table 8A.20 for detailed definitions, footnotes and caveats. |
| *Source*: State and Territory governments (unpublished); table 8A.20. |
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#### Escapes

‘Escapes’ is an indicator of governments’ objective of providing a safe, secure and humane custodial environment, in a manner commensurate with their needs and the risks they pose to the community (box 8.13).

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| Box 8.13 Escapes |
| ‘Escapes’ is defined as the number of escapes divided by the annual average prisoner/detainee population, multiplied by 100 (for 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 2015‑16 data are available for all jurisdictions. |
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Table 8.3 presents data on number and rates of escapes in 2015‑16. Nationally, the rate of escapes was 0.46 per 100 prisoners held in open custody and 0.06 per 100 prisoners held in secure custody.

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| Table 8.3 Rate and number of prisoner escapes, 2015‑16**a** |
| |  |  |  |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | |  | NSW | Vic | Qld | WA | SA | Tas | ACT | | NT | Aust | | Escapes/100 prisoners | | | | | | | | | | | | Open | 0.23 | 0.57 | 0.90 | 0.67 | 0.33 | – | – | | 1.07 | 0.46 | | Secure | 0.05 | 0.09 | – | 0.08 | – | 0.39 | 0.25 | | 0.22 | 0.06 | | Number of escapes | | | | | | | | | | | | Open | 10 | 5 | 6 | 7 | 1 | – | – | 8 | | 37 | | Secure | 4 | 5 | – | 4 | – | 2 | 1 | 2 | | 18 | |
| a See box 8.14 and table 8A.21. – Nil or rounded to zero. |
| *Source*: State and Territory governments (unpublished); table 8A.21. |
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There were no escapes by periodic detainees in 2015‑16 (table 8A.21).

## 8.4 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. |
| **Aboriginal and Torres Strait Islander** | Persons identifying themselves as an Aboriginal and/or Torres Strait Islander person if they are accepted as such by an Aboriginal or Torres Strait Islander community. |
| **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** | The user cost of capital (calculated as 8 per cent of the value of government assets), depreciation, and debt servicing fees for privately owned prisons and prisons built under Public‑Private Partnership arrangements. |
| **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 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, under which they are generally held for two consecutive days within a one-week period in a proclaimed prison or detention centre under the responsibility of corrective services. |
| **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, 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. |
| **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, which includes bail orders if those orders are subject to supervision by community corrections officers. |
| **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 and excluding prisoner health and transport/escort costs where able to be disaggregated by jurisdictions. |
| **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. |
| **Prison** | A legally proclaimed prison or remand centre for adult prisoners. |
| **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. This includes sentenced prisoners serving a term of imprisonment and unsentenced prisoners held on remand. |
| **Private prison** | A government or privately owned prison (see prison) managed under contract by a private sector organisation. |
| **Rate per 100,000 relevant adults** | The annual average number of prisoners, offenders or detainees per 100 000 population in the relevant population, that is, people at or over the minimum age at which prisoners and offenders are generally sentenced as adults in each jurisdiction (17 years in Queensland and 18 years in all other jurisdictions for the reporting period). |
| **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 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 orders that 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 related to injuries sustained during the assault. Serious assaults include all sexual assaults. The criteria for reporting described for ‘assaults’ above also apply. |
| **Supervision order** | A subcategory of community‑based corrections orders 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, net of operating revenues, and capital costs (as defined above) per prisoner per day. |
| **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. |

## 8.5 References

ABS (Australian Bureau of Statistics)

—— *Australian Demographic Statistics*, Cat. no. 3101.0, Canberra (various years, unpublished)

——*Experimental Estimates and Projections, Indigenous Australians* (series B), Cat. no. 3238.0, Canberra (various years, unpublished)

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 performance reporting. [↑](#footnote-ref-1)
2. Some jurisdictions are unable to fully disaggregate transport costs and/or health expenditure from other prison operating costs. See table 8A.1 for detailed definitions, footnotes and caveats. [↑](#footnote-ref-2)