

Inquiry into the Efficiency and Performance of Western Australian Prisons

Prison Benchmarking Manual

8 October 2015

Economic Regulation Authority

WESTERN AUSTRALIA

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Introduction

The Terms of Reference for the *Inquiry into the Efficiency and Performance of Western Australian Prisons* required the Economic Regulation Authority (ERA) to develop benchmarks to allow comparisons of the performance of individual prisons in Western Australia.

In its Final Report, the ERA identified four key categories of prison performance that should be measured:

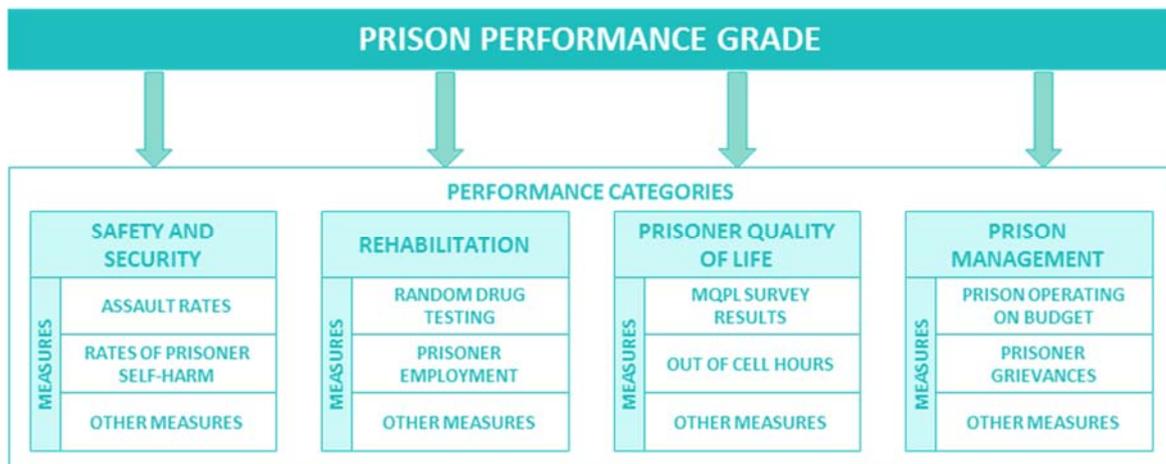
- *Safety and security* – Prisons should be effective in preventing escapes, and prisoners and prison staff should be safe from harm.
- *Rehabilitation* – Prisons should make a positive contribution to the rehabilitation of prisoners in their care to decrease the likelihood that they reoffend upon release.
- *Prisoner quality of life* – Prison operators should treat prisoners humanely and decently, reflecting that this leads to better outcomes in prisoner rehabilitation, safety and security, and recognising that prisoners are held against their will.
- *Prison management* – Prisons should deliver prison services as efficiently as possible to ensure that public funds are not wasted.

The ERA has developed a set of performance measures in each of these categories. To do so, the ERA has adapted measures that are in place in Western Australia or other jurisdictions, and developed measures that are specific to Western Australia.

In developing the set of performance measures, the ERA has determined that some measures are not useful for benchmarking purposes, but still provide useful information about the performance of the Department of Corrective Services (**the Department**) and individual prisons. These measures have been termed ‘management information’. The ERA has categorised measures as management information when an increase or decrease in the measure does not unambiguously illustrate good or bad performance (for example, an increase in cost per prisoner per day could reflect poor management of funds or it could reflect improvements in the quality of services being delivered). The ERA considers that these measures should still be reported as they provide useful management information, but should not be used for benchmarking prison performance.

The performance of prisons is assessed against the benchmark targets set for performance measures. Benchmark targets will vary from prison to prison based upon the composition of prison populations and average performance across the prison system. The method established by the ERA is based on the likelihood that a prison’s performance against certain measures is likely to be affected by the prisoners that it houses. Targets will not need to be established for measures of management information.

The ERA has determined that high-level comparisons of prison performance can be made by developing a weighted scorecard of prison performance. A summary of the weighted scorecard recommended by the ERA is provided in Figure 1.

Figure 1 Summary of weighted scorecard approach

Each performance category has a number of performance measures that will be weighted according to importance and used to assess the performance of a prison in that category. Each of the four categories will also be assigned a weight to determine the prison's performance grade.

Each prison is assigned an overall grade based upon its performance against benchmark targets and the weights applied to individual performance measures within the categories and the weights applied to the categories.

In addition to benchmarking individual prison performance, the ERA has recommended that the Department report against a more extensive list of measures of management information that reflect the performance of the Department as a whole. This includes information that is reported on individual prisons.

Readers wanting a more detailed explanation of this approach can refer to the ERA's [Final Report](#).

Reporting performance information

Transparent information allows stakeholders to better understand the performance of the Western Australia prison system. Sufficiently detailed information should be published to allow stakeholders to understand what a performance grade means and why a particular grade has been awarded.

It is expected that the Department will publish the following items on a quarterly basis to allow regular assessment of prison performance.

- The performance grade of each prison.
- The method for deriving the performance grade of each prison, including the weights assigned by the Department to individual performance measures and performance categories.
- The performance of each prison against benchmark targets for individual performance measures.
- Commentary on any one-off uncontrollable events that had a positive or negative effect on a prison's performance during the period.

- Performance against measures of management information for the Department as a whole.

It is important to note that performance benchmarking has limitations and as such, should not be the only source of performance information for the Department. The performance of prisons against benchmark targets should be considered along with commentary from Superintendents and should not be the only tool used to inform Departmental decision-making. This discussion should also be informed by performance monitoring undertaken by other organisations.

The ERA notes that prisons are subject to performance monitoring by the Office of the Inspector of Custodial Services. The Office of the Inspector of Custodial Services is required to inspect each prison in Western Australia at least once every three years. Inspection reports detailing findings are tabled in Parliament. In addition to the performance monitoring undertaken by OICS, the Department needs to conduct its own analysis and further develop its understanding of the operation of the prison system. While this may result in some duplication, multiple sources of information about prison performance will help to inform decision-making by the Department and ensure that information is robust and accurate.

Outline of this document

The purpose of this manual is to provide an explanation of the key technical processes to be applied by the Department in establishing performance benchmarking. It is intended that this document provide sufficient detail to the public to understand how the performance of each prison is assessed and to provide the Department with sufficient detail to make those assessments.

This document has two parts. Part 1 relates to performance benchmarking for individual prisons. Part 1 sets out:

- the process involved in setting targets for performance measures for prisons;
- guidelines for comparing prison performance, including designing a weighted scorecard; and
- detailed definitions of the performance measures for prisons.

Part 2 provides detailed definitions of measures of performance and management information for the Department as a whole.

1 Benchmarking performance of individual prisons

1.1 Setting benchmark targets for performance measures

The ERA considers that targets for individual prisons against performance measures should be set based on a population-adjusted approach. Under this approach, the target for each prison, for each performance measure, is based on:

- the composition of the prison's population in terms of security-level (that is, maximum, medium and minimum), sentence status (that is, remand or sentenced), and gender; and
- average prison performance in managing these cohorts across the whole of the prison system, for the relevant measure.

This approach reflects that different cohorts of prisoners have varying characteristics that affect the ability of prisons to achieve performance targets.

Most prisons house a combination of prisoner cohorts. Reflecting this, the target for each prison is based on the average performance for individual cohorts and the percentage of the prison's population that is composed of that cohort.

A system-wide average is preferred to a prison-specific average to ensure fair comparisons between prisons and prevent disincentives to improved performance. If a prison's performance target is set based on its own past performance, then well-performing prisons will be assessed against higher targets and poor prisons will be assessed against lower targets. This could lead to a situation where a well-performing prison appears to be performing worse (because it failed to meet its higher performance targets) than a poor prison, which met its lower targets. This would result in unfair comparisons of performance.

Additionally, when a performance target is set based on past performance, the prison will have an incentive to limit its performance such that it meets its targets, but does not exceed its targets. Exceeding targets would result in the prison receiving a higher target in the next period, which would be more difficult to achieve.

Using an average across the prison system limits unfair comparisons of performance and disincentives to improving performance.

Table 1 uses illustrative data to provide an example of how targets would be set for assault rates according to the population-adjusted approach. The data used is for illustrative purposes only and should not be taken as actual performance.

Table 1 Illustration of population-adjusted approach to target setting¹

Security level	Maximum-security				Medium-security				Minimum-security			
Sentence status	Remand		Sentenced		Remand		Sentenced		Remand		Sentenced	
Gender	M	F	M	F	M	F	M	F	M	F	M	F
Average assault rate (whole prison system) (%)	7	5	5	4	4	2	3	1	2	1	2	1
Prison A Population (%)	70	-	20	-	-	-	10	-	-	-	-	-
Prison A target (%)	Target = (7 x 70%) + (5 x 20%) + (3 x 10%) = 6.2											
Prison B population (%)	-	-	-	-	30	-	-	20	-	-	40	10
Prison B target (%)	Target = (4 x 30%) + (1 x 20%) + (2 x 40%) + (1 x 10%) = 2.3											

The average assault rate is the assault rate for the cohort in all prisons over the previous 24 months. That is, over the past 24 months, the system-wide assault rate for maximum-security, remand prisoners who are male was seven per cent. This data is for illustrative purposes only.

Prison targets are based on these averages and the composition of the prison's population. For example, Prison A houses three different cohorts of prisoners (maximum-security males (both remand and sentenced) and medium-security, sentenced males). Each of these cohorts contributes to calculating Prison A's targeted assault rate. As the majority (70 per cent) of Prison A's population is maximum-security, remand and male, the average assault rate of that cohort makes up the majority of Prison A's target. The other cohorts contribute a smaller amount to the prison's target.

The example above illustrates that prisons with different populations will be set a different target. Prison B has more minimum-security and female prisoners than Prison A, which has more maximum-security and male prisoners. Prison B is set a lower targeted assault rate to reflect that, on average, minimum-security and female prisoners have lower assault rates than maximum-security and male prisoners.

The prison's target is calculated based on the composition of the prison's population in the most recent quarter. While the composition of prison populations is relatively stable over time, it is possible that the composition will change during the period and affect the prison's

¹ These figures are for illustrative purposes only.

performance against its targets. If this occurs, the performance of the prison should be assessed based on the actual population composition during the quarter.

The average cohort performance is an average of performance over the past eight quarters. The average figures are updated every quarter to incorporate the performance of the most recently completed quarter. By using a rolling average, benchmark targets will incorporate improvements in performance over time, while still ensuring that one-off periods of exceptional, or poor, performance do not result in dramatic changes in benchmark targets from period to period.

The ERA considers that the population-adjusted approach should be used for setting benchmark targets for performance measures that are likely to be affected by characteristics of the prison population. Some performance measures are unlikely to be affected by a prison's population. For example, the number of prisoners who are offered support after failing a random drug test should not change dependent on the composition of the prison's population. Where this is the case, targets should be set based on the average performance of the prison system in the past 24 months without adjusting for population differences.

Section 1.3 provides detailed definitions of each performance measure and describes the target setting method to be used for each performance measure.

1.1.1 Assessing performance against targets

A prison's performance is assessed as the percentage of the target achieved. When a prison exceeds its target, it receives a percentage of greater than 100 per cent. For some performance measures, a lower figure represents a better level of performance. For example, it is desirable to have a lower assault rate; therefore, a prison should be targeting a figure *below* its target. Where this is the case, prisons are given a percentage that reflects how far their performance is below the target level.

For example, if a prison has a target assault rate of 5 per cent and achieves an assault rate of 4 per cent, it receives a score of 120 per cent, because its performance was 20 per cent better than its target.

For measures where the only reasonable target is zero (for example, escapes and unnatural deaths), prisons are awarded 100 per cent if the target is achieved (there are no incidents in the period) and zero if they have any incidents in the period.

1.2 Comparing prison performance

1.2.1 Assigning weights to performance categories and performance measures

The ERA has recommended that the Department publish a weighted scorecard to allow for transparent comparisons of the performance of each prison.

Using a weighted scorecard, the Department assigns each prison a grade for its performance in the reporting period. In order to do so, individual performance measures and performance categories are weighted to reflect their importance to overall performance.

Weights are assigned at two levels in a weighted scorecard: for each measure within a performance category, and for each performance category. That is, each of the measures is assigned a weight to reflect its relative importance to the performance category, and each

of the performance categories is assigned a weight to reflect its relative importance to the overall performance of a prison.

Performance measures and performance categories are weighted because they have different levels of importance. Some measures may be more important to the performance of a category than others and are therefore given a higher weight. Likewise, more importance can be placed on certain categories of performance and therefore these can be assigned a higher weight in determining the overall performance grade of a prison.

Weights should reflect the Department's priorities and its expectations of different prisons. Accordingly, the ERA considers that the Department should determine the weightings assigned to each measure and performance category for each prison. The ERA believes it would be counter-productive for weights to be set by the ERA as this may result in prisons being given two sets of priorities (one internally from the Department and one resulting from the weights set independently by the ERA).

The Department may decide that weights should vary between prisons. For example, the rehabilitation performance category for a minimum-security prison may be given a higher weight than for a maximum-security prison, reflecting the prison's relative priority in reintegrating prisoners into society.

In assigning weights for measures and performance categories, the Department should consider the following.

- Weights should be consistent with the overall priorities of the Department and the prison system, including those outlined in the Department's mission statement.
- Weights should reflect the relative importance of individual performance measures and performance categories, not the difficulty of achieving benchmark targets. Difficulty will be accounted for in setting benchmark targets for each performance measure.
- Weights should be relatively balanced to ensure that excessive priority is not given to one aspect of prison performance compared to others.
- It may be appropriate for weights for performance categories to vary from prison to prison reflecting the different roles of prisons in the prison system.
- The weights assigned to individual prisons should be discussed with Superintendents as part of the negotiation of the Service Level Agreement for each prison.
- The rationale behind the weights assigned to performance measures and performance categories should be published so that it is transparent to prison staff, stakeholders and the public.

1.2.2 Performance grades

Each prison is assigned a performance grade that is based on the performance of the prison against targets for its performance measures and the weights assigned to those performance measures and to the four performance categories. The performance grade reflects the overall performance of the prison in the reporting period.

A prison's performance against its targets is assessed as the percentage of the target that is achieved. The performance against each measure is weighted to give a percentage that

reflects the prison's performance in each performance category. The percentage for each performance category is converted to an overall percentage score based on the weights assigned to each performance category. Table 2 provides a simplified example.

Table 2 Calculating overall percentage score (illustrative)

Category	Category 1		Category 2	
Measure	Measure 1	Measure 2	Measure 1	Measure 2
Measure score	120%	40%	100%	60%
Measure weight	75%	25%	50%	50%
Category score	Score = (120% x 75%) + (40% x 25%) = 100%		Score = (100% x 50%) + (60% x 50%) = 80%	
Category weight	75%		25%	
Overall percentage score	Overall score = (100% x 75%) + (80% x 25%) = 95%			

Based on this overall percentage, prisons are allocated performance grades. These grades reflect the extent to which prisons have met, or not met, their targets for performance measures. Table 3 provides an example of how grades could be allocated. The table is for illustrative purposes only. The Department is expected to determine the allocation of grades after weights are determined.

Table 3 Allocating performance grades (illustrative)

Performance grade	Percentage score
Prison performance is exceptional	Above 130 per cent
Prison performance is exceeding expectations	110 per cent to 130 per cent
Prison performance is meeting expectations	90 per cent to 110 per cent
Prison performance is in need of improvement	70 per cent to 90 per cent
Prison performance is of significant concern	Below 70 per cent

There is no limit on the number of prisons allocated to each performance grade, and the grade of one prison is not affected by the grade of other prisons. This means, for example, if all prisons are performing exceptionally or all are performing poorly, then the grades allocated should reflect such.

1.3 Performance measure definitions

This section provides the list of performance measures proposed for individual prisons in each performance category. For each performance measure, the ERA has provided:

- the formula to be used for calculating prison performance;
- the required reporting frequency;
- definitions of key terms;
- any inclusions or exclusions from the measure; and
- the method that will be used to calculate benchmark targets.

Benchmarking should be a dynamic process, with performance measures and weights regularly reviewed and altered to reflect changes in the objectives of the Department.

The ERA has selected performance measures that reflect the current operations of the Department. Performance measures selected are limited to those that Superintendents are able to influence. If other recommendations from this Inquiry are implemented, such as the introduction of Service Level Agreements, Superintendents may be capable of influencing a broader range of performance measures.

If Superintendents are given more (or less) responsibility for outcomes in certain areas, the performance measures that they are assessed against should change to reflect the change in their responsibilities. This may include the addition of performance measures, or measures that are currently reported at a Department level being incorporated into the benchmarking of individual prisons.

Similarly, the Department may develop more performance measures over time as data becomes available, or processes change. Measures may reflect new objectives of the Department or a better way of measuring performance in certain areas. These new performance measures should also be introduced into prison benchmarking where appropriate.

Table 4 Performance measure definitions

Safety and security	
Unnatural deaths	
Formula	The number of deaths by other than natural causes as lawfully determined by a coroner under the <i>Coroners Act 1996 (WA)</i> .
Data Reporting	Expressed as an absolute number and reported quarterly.
Details	<p>Any death that does not meet the criteria of a natural death as lawfully determined by a coroner under the <i>Coroners Act 1996 (WA)</i> is considered to be an unnatural death.</p> <p>The death of a prisoner should be classified based on the coronial findings or on the best information available at the time of reporting.</p>

Inclusions/Exclusions	<p>Includes the following in the count of prisoner deaths:</p> <ul style="list-style-type: none"> • The death of a prisoner, irrespective of location, who is the custodial responsibility of a prison; • The death of a prisoner, irrespective of location, whose death is caused or contributed to by traumatic injuries sustained, or by lack of proper care whilst in such custodial control; • The death of a prisoner, irrespective of location, who dies, or is fatally injured in the process of prison personnel attempting to detain that person; or • The death of a prisoner, irrespective of location, occurring in the process of that prisoner attempting to escape from prison. <p>Excludes unnatural deaths that occur as a result of activity undertaken in any mode of prisoner transport that is conducted under the terms of the Court Security and Custodial Services contract or any similar arrangement in the future.</p>
Target setting	The target for unnatural deaths is zero for all prisons.
ERA comment	There is likely to be a significant lag between a death occurring and the cause of death being determined by the coroner. The ERA notes that the Department currently reports on this measure and therefore concludes that this time lag does not prevent unnatural deaths being used as a performance measure. Performance reporting should be adjusted retrospectively to account for delayed findings.
Occurrences of serious self-harm or attempted suicide	
Formula	Number of incidents of serious self-harm or attempted suicide divided by the prison's daily average population (DAP).

Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>Serious self-harm is defined as an act of harm or injury that is performed by a prisoner on their own body which:</p> <ul style="list-style-type: none"> • requires medical treatment and assessment by a medical officer resulting in overnight hospitalisation in a medical facility such as the prison clinic, infirmary or hospital or a public hospital; or • requires extended periods of ongoing medical treatment. <p>Attempted suicide is defined as an act of self-harm that the prisoner intends to lead to their death but which has a non-fatal outcome that causes self-harm or, without intervention by others, will do so, and includes ingesting a substance in excess of its generally therapeutic dosage.</p>
Inclusions/Exclusions	<p>Excludes incidents where the prisoner engages in an act of self-harm that does not result in overnight hospitalisation in a medical facility or require extended periods of ongoing medical care.</p> <p>Excludes occurrences of serious self-harm or attempted suicide that occur in any mode of prisoner transport during which the prisoner is not in the direct custodial control of the prison in question. For example, this includes instances in which prisoners are being transported under the terms of the Court Security and Custodial Services contract or any similar arrangement in the future.</p>
Target setting	Population-adjusted approach.
Escapes or unlawful releases	
Formula	The number of prisoners who have escaped or been unlawfully released from custody.

Data Reporting	Expressed as an absolute number and reported quarterly.
Details	<p>Escape is defined as a person charged with escaping from lawful custody under Section 146 of the <i>Criminal Code</i>. For the purposes of this performance measure, prisoner refers to any person legally detained by the prison.</p> <p>Unlawful release refers to a situation where there is a legal remand warrant, warrant of commitment or other custody order in existence and the prisoner has been released from prison.</p>
Inclusions/Exclusions	<p>Excludes escapes from any modes of prisoner transport during which the prisoner is not in the direct custodial control of the prison in question. For example, this includes instances in which prisoners are being transported under the terms of the Court Security and Custodial Services contract or any similar arrangement in the future.</p> <p>Excludes breaches of absence permits (absconds), which are reported separately.</p>
Target setting	The target for escapes is zero for all prisons.
Breach of Absence Permits	
Formula	The number of Absence Permit breaches divided by the number of periods of permitted absence for the purpose of Section 83 of the <i>Prisons Act 1981</i> .
Data Reporting	Expressed as a percentage and reported quarterly.

Details	<p>In accordance with Section 83 of the <i>Prisons Act 1981</i>, prisoners may be granted Absence Permits to be absent from prison for the purposes of rehabilitation, reintegration, attending medical or health appointments, furthering the interest of justice and meeting the compassionate needs of prisoners to attend family and culturally significant events.²</p> <p>Breaches of Absence Permits can occur when a prisoner physically leaves the designated area and is away from direct custodial control (includes walking away from work parties or minimum-security escorts) or when a prisoner is outside of prison (for example, for work in the community) and does not return to prison when he or she is expected to.</p>
Inclusions/Exclusions	Nil.
Target setting	System-wide average.
Incidents of loss of control	
Formula	Count of the number of loss of control incidents for the reporting period.
Data Reporting	Expressed as an absolute number and reported quarterly.

²

Department of Corrective Services, *Policy Directive 9: Permits for Absence*, Perth, Government of Western Australia.

Details	<p>A loss of control is a situation where a prison is forced to cancel the normal routine and seek external assistance (for example, from Police or the Department's Emergency Support Group) to regain control and establish the normal routine. This may include:</p> <ul style="list-style-type: none"> • riots by prisoners; • disturbances caused by prisoners that have an external effect; or • actions by prisoners that result in a significant risk of breach of the secure perimeter.
Inclusions/Exclusions	Nil.
Target setting	The target for incidents of loss of control is zero for all prisons.
Prisoner-on-staff serious assaults	
Formula	Number of prisoner assaults on staff divided by the total average FTE staff for the period.
Data Reporting	Expressed as a percentage and reported quarterly.

Details	<p>Serious assault is defined as an act 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.</p> <p>The measure is based on a count of victims of assaults, not incidents. That is, an assault by two prisoners on one prison officer is counted as one assault, whereas a single incident in which one prisoner assaults two prison officers is counted as two assaults.</p>
Inclusions/Exclusions	Includes assaults on any person inside prison grounds (that is, educators, trainers, medical staff etc.).
Target setting	Population-adjusted approach.
Prisoner-on-prisoner serious assaults	
Formula	Number of prisoner-on-prisoner serious assaults divided by the prison's daily average population.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>Serious assault is defined as an act 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.</p> <p>The measure is based on a count of victims of assaults, not incidents. That is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.</p>

Inclusions/Exclusions	Nil.
Target setting	Population-adjusted approach.
Misconduct by staff towards prisoners	
Formula	Number of staff misconduct findings divided by the total FTE staff for the period.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>This measure reflects misconduct by staff members that relate to their interactions with prisoners. Misconduct counted in this measure should include:</p> <ul style="list-style-type: none"> • abuse of authority – threatening behaviour towards prisoners, intimidation and discrimination; and • assaults – sexual, indecent, misuse of force.
Inclusions/Exclusions	<p>Excludes misconduct by prison staff that do not report directly, or indirectly, to the Superintendent of the prison. This is likely to apply to contractors employed by the Department to provide services within the prison, such as health and education providers.</p> <p>If Superintendents are responsible for the contract management of services provided within their prison, those practitioners who have their contract managed by the Superintendent would be captured within this measure.</p>

Target setting	System-wide average.
ERA comment	There is likely to be a significant lag between the time of assault and the conclusion of investigations. This may affect the accuracy of this measure in individual time periods. Performance reporting should be adjusted retrospectively to account for delayed findings.
Rehabilitation	
Random drug testing	
Formula	Number of positive results divided by the total number of random drug tests undertaken.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>This measure reflects the number of tests undertaken, not the number of unique individuals tested.</p> <p>A positive drug test result is defined as a test result obtained from an accredited laboratory in respect of a urine sample provided by a prisoner that indicates the presence in the sample of an illicit substance exceeding the allowable benchmark as specified in the State's testing protocols. A refusal to provide a urine sample for testing should be deemed a positive result.</p>

Inclusions/Exclusions	<p>Includes only random drug tests undertaken as part of the Department's random drug testing program.</p> <p>Excludes:</p> <ul style="list-style-type: none"> • where a positive urine sample test result is affected by a prescribed medication; • where tests are undertaken within the period after a prisoner's reception in which the effect of illicit substances taken prior to reception into the prison can cause a positive urine sample test result as determined by the State's testing requirements (noting that an increased level for cannabis compared to a prior test within the window period will be regarded as a positive urine sample test result); and • all targeted tests.
Target setting	Population-adjusted approach.
Offering support to prisoners who test positive for an illicit drug	
Formula	Number of prisoners with a positive drug test result who were offered support within one week of the positive result being known divided by total number of prisoners who tested positive.
Data Reporting	Expressed as a percentage and reported quarterly.

Details	<p>This measure reflects the number of tests undertaken, not the number of unique individuals tested. If a prisoner tests positive on more than one occasion during the reporting period, they are to be offered support on each occasion.</p> <p>A positive drug test result is defined as a test result obtained from an accredited laboratory in respect of a urine sample provided by a prisoner that indicates the presence in the sample of an illicit substance exceeding the allowable benchmark as specified in the State's testing protocols. A refusal to provide a urine sample for testing should be deemed a positive result.</p>
Inclusions/Exclusions	<p>Includes all drug tests undertaken during the reporting period (random and targeted).</p> <p>Includes prisoners who were not offered support within one week in prior periods in the denominator only.</p> <p>Excludes events where a positive drug test result is affected by a prescribed medication.</p>
Target setting	System-wide average.
Provision of prisoner Individual Management Plans within 28 days of sentencing	
Formula	The number of prisoners with an Individual Management Plan completed within 28 days of sentencing divided by the total number of prisoners who require an IMP according to Department policy.
Data Reporting	Expressed as a percentage and reported quarterly.

Details	<p>Department policy dictates that prisoners receive an IMP that details the prisoner's needs within 28 days of their being sentenced. An IMP details prisoner information on³:</p> <ul style="list-style-type: none"> • custody and containment (including security rating, placement and behaviour); • care and wellbeing (including special needs referrals and family/social contact issues); • rehabilitation and reintegration (including requirements in clinical intervention, and education and training); and • reparation (that is, the vocational skills the prisoner has to offer).
Inclusions/Exclusions	<p>Includes prisoners who were not given an IMP within 28 days in prior periods in the denominator only.</p> <p>Excludes prisoners serving an effective sentence of less than six months, except where initial assessment confirms a significant risk and the Authorised Assistant Superintendent deems an IMP is appropriate in accordance with Adult Custodial Rule 18.</p>
Target setting	Population-adjusted approach.
Prisoner participation in education and training	
Formula	The number of prisoners enrolled in education and training divided by the total number of eligible prisoners.

³ Department of Corrective Services, *Adult Custodial Rule 18*, Perth, Government of Western Australia, p. 14.

Data Reporting	Expressed as a percentage and reported quarterly.
Details	The number of prisoners actively participating in education and training divided by the total number of eligible prisoners.
Inclusions/Exclusions	<p>Prisoners assessed as ineligible for education and training include:</p> <ul style="list-style-type: none"> • 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); • remand prisoners for whom access to education and training is not available; • prisoners who are medically unable to participate; and • fine defaulters (who are incarcerated for only a few days at a time).
Target setting	Population-adjusted approach.
Prisoner completion of education and training	
Formula	The number of prisoners who have completed an education or training course during the reporting period divided by the number of prisoners enrolled in an education and training course.
Data Reporting	Expressed as a percentage and reported quarterly.

Details	The number of prisoners who have completed an education or training cost as a percentage of enrolled prisoners.
Inclusions/Exclusions	<p>Prisoners assessed as ineligible for education and training include:</p> <ul style="list-style-type: none"> • 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); • remand prisoners for whom access to education and training is not available; • prisoners who are medically unable to participate; and • fine defaulters.
Target setting	Population-adjusted approach.
Prisoner basic education participation	
Formula	Number of prisoners enrolled in an Adult Basic Education course divided by the total number of prisoners who have received a C or below on their literacy assessment.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	This measure monitors the improvement in prisoners with poor literacy levels.

Inclusions/Exclusions	Excludes prisoners who have previously undertaken an Adult Basic Education course.
Target setting	Population-adjusted approach.
Prisoner literacy and numeracy	
Formula	Prisoners who were assessed as at-risk in literacy and numeracy on arrival, who improved their literacy and numeracy after undertaking an Adult Basic Education Course divided by the number of prisoners who were assessed as at-risk on arrival.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>The total number of prisoners received during the reporting period, less:</p> <ul style="list-style-type: none"> • any of those prisoners that are imprisoned for a period that is too short for them to be able to be meaningfully educated; and • any prisoners that have assessed as not at-risk for literacy and numeracy. <p>Improved prisoners is defined as the number of those eligible prisoners who were assessed with an education or training need and who demonstrated improvement in basic literacy and numeracy testing.</p> <p>This measure will involve a change in practice, whereby prisoners are assessed upon leaving a prison as well as upon entry.</p>
Inclusions/Exclusions	Nil.

Target setting	Population-adjusted approach.
ERA comments	The Department does not currently undertake this assessment. The ERA recommends that the Department commence monitoring of improvements in prisoner literacy and numeracy.
Prisoner employment	
Formula	Number of prisoners participating in employment divided by the total number of prisoners that are eligible for and capable of employment.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>The reasons a prisoner may be considered ineligible for or incapable of employment include:</p> <ul style="list-style-type: none"> • prisoners undertaking full-time education and/or training; • remand prisoners who choose not to work; • hospital patients or aged prisoners who are unable to work; • prisoners whose protection status prohibits access to work; and • fine defaulters (who are only incarcerated for a few days at a time).

Inclusions/Exclusions	<p>Excludes participation in activities designed to prepare for, or improve opportunities for, employment on release. This includes:</p> <ul style="list-style-type: none"> • vocational training; • university attendance in the community; • activities relating to seeking employment; and • activities that are not employment-related and further specified in Policy Directive 53 – External Activities.
Target setting	Population-adjusted approach.
Prisoner hours in employment	
Formula	The total hours of prisoner employment for the reporting period divided by the average number of prisoners participating in employment.
Data Reporting	This is reported as the average weekly hours completed by eligible prisoners, reported quarterly.

Details	<p>The reasons a prisoner may be considered ineligible for, or incapable of employment include:</p> <ul style="list-style-type: none">• prisoners undertaking full-time education and/or training who are therefore unable to work;• remand prisoners who choose not to work;• hospital patients or aged prisoners who are unable to work;• prisoners whose protection status prohibits access to work; and• fine defaulters (who are only incarcerated for a few days at a time).
Inclusions/Exclusions	<p>Exclude prisoners participating in activities designed to prepare for or improve opportunities for employment on release. This includes:</p> <ul style="list-style-type: none">• vocational training;• university attendance in the community;• activities relating to seeking employment; and• activities that are not employment-related and further specified in Policy Directive 53 – External Activities.
Target setting	Population-adjusted approach.

ERA comments	<p>The Department currently measures employment in blocks of three hours, one in the morning and one in the afternoon. If prisoners have worked in either block, they are considered to have worked for three hours, irrespective of hours actually worked. This will result in some overestimation and some underestimation of actual hours worked because some prisoners work less than three hours and some prisoners work more than three hours in each shift. Based on stakeholder discussions, the ERA expects that it would overestimate the total number of hours worked.</p> <p>The ERA recommends that the Department develop more accurate measurement processes that allow it to measure the exact hours that prisoners are involved in employment. If this does occur, the measure should be modified to measuring the exact hours prisoners are involved in employment.</p>
Prisoner attendance at clinical intervention programs	
Formula	The number of prisoners attending a clinical intervention program consistent with their IMP divided by the number of prisoners who have a clinical intervention requirement in their IMP.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	This performance measure assesses a prison's provision of clinical intervention programs that are identified in prisoners' IMPs. The measure is limited to prisoners who were identified as requiring a clinical intervention program.

Inclusions/Exclusions	<p>Clinical intervention programs include, but are not limited to:</p> <ul style="list-style-type: none"> • drug and alcohol through-care service pathways; • programmatic interventions; • domestic violence programs; • programs addressing Indigenous men managing anger and substance use; • medium intensity violence and medium intensity rehabilitation programs; and • sexual assault counselling.
Target setting	Population-adjusted approach.
Prisoner completion of clinical intervention programs	
Formula	The number of prisoners completing a clinical intervention program consistent with their IMP divided by the number of prisoners participating in a clinical intervention requirement in accordance with their IMP.
Data Reporting	Expressed as a percentage and reported quarterly.

Details	This performance measure assesses prisoner completion of clinical intervention programs that are identified in prisoners' IMPs. The measure is limited to prisoners who were identified as requiring a clinical intervention program.
Inclusions/Exclusions	<p>Clinical intervention programs include, but are not limited to:</p> <ul style="list-style-type: none"> • drug and alcohol through-care service pathways; • programmatic interventions; • domestic violence programs; • programs addressing Indigenous men managing anger and substance use; • medium intensity violence and medium intensity rehabilitation programs; and • sexual assault counselling.
Target setting	Population-adjusted approach.
Prisoner health management on release	
Formula	The number of prisoners released with a medical discharge plan that meets health standards divided by the number of prisoners released with chronic disease, substance dependency or mental health issues.

Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>The purpose of this performance measure is to measure the number of prisoners who are released with sufficient documentation to provide their medical practitioner with the necessary information to continue the prisoner's medical treatment on release. Sufficient documentation should include:</p> <ul style="list-style-type: none"> • referral to a medical practitioner for further treatment (the referral should contain a summary of current health status); • provision of 7 to 14 days of medication; • a list of medication prescribed – to provide to medical practitioner; and • referral to a care provider if not able to be independently supported (including aid equipment) <p>Chronic disease is defined as a disease that tends to be long-lasting and have persistent effects.</p> <p>Substance dependency is defined as physiological and behavioural symptoms related to substance use.</p> <p>Mental health issue is defined as mental or behavioural patterns that cause either suffering or a poor ability to function in ordinary life.</p>
Inclusions/Exclusions	Nil.
Target setting	System-wide average.
Data availability	This data is not currently collected for public prisons.

Prisoner mental health	
Formula	Percentage of prisoners identified as having a mental health issue on arrival to the prison whose mental health has improved whilst at the prison divided by total number of prisoners who were identified as having a mental health issue on arrival to the prison.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>This measure should be based on the Department's standard assessment to gauge the overall mental health of prisoners.</p> <p>The assessment will be administered to all prisoners on arrival to prison. A second assessment should be administered three months after entry to the prison to assess changes in mental health.</p>
Inclusions/Exclusions	Nil.
Target setting	Population-adjusted approach.
ERA comment	The Department does not currently undertake a follow-up assessment of prisoner mental health. The ERA recommends that the Department commence monitoring of improvements in prisoner mental health.

Prisoner quality of life

Time spent in constructive activity

Formula	Total hours prisoners spend in constructive activity per day divided by a prison's daily average population.
Data Reporting	Expressed as an average hours per prisoner per day and reported quarterly.
Details	Constructive activity involves undertaking activity in a work area, education, vocational training, or participation in a treatment program or other like program for self-improvement. ⁴ A constructive activity is any activity in prison for which a prisoner is paid a gratuity.
Inclusions/Exclusions	Excludes prisoners who are not capable of participating in constructive activity (this includes prisoners with acute illness, physical or mental, or those in separate confinement).
Target setting	Population-adjusted approach.

⁴ Department of Corrective Services, *Policy Directive 25*, Government of Western Australia, Perth, p. 2.

Out-of-cell hours	
Formula	The sum of the difference between unlock and lockdown times divided by the number of days in the period.
Data Reporting	Expressed as an average per day and reported quarterly.
Details	<p>Out-of-cell hours measures the amount of hours in a day that a prisoner is not locked in their cell.</p> <p>For prisons in which prisoners are not physically locked in their cell/unit, the measure is based on the number of hours in which prisoners are required to be present within their cell/unit.</p> <p>For prisoners that are routinely locked in their cell, the measure is based on the length of time they are locked within their cell.</p> <p>Where prisoners can be locked within their unit, but not confined to their cell, the measure should be based on the length of time they are locked in their unit.</p>
Inclusions/Exclusions	Nil.
Target setting	Average of prisons with the same highest security level. The security level used for comparison for each prison is the highest security level that accounts for more than 10 per cent of the prison's population.

Measuring Quality of Prison Life (MQPL) survey	
Formula	A prison's score from the MQPL survey.
Data Reporting	Should be reported as often as it is feasible (practically and financially) to undertake the survey. If the Department is only able to undertake the survey on an infrequent basis, then surveys should be conducted counter-cyclically to regular Office of the Inspector of Custodial Services inspections.
Details	The MQPL survey is a survey for prisoners designed to improve understanding of prison life and its effects. The survey must follow the process and methodology that is prescribed by the survey documentation.
Inclusions/Exclusions	Nil.
Target setting	Prison performance is assessed as the percentage of the maximum score in the MQPL achieved. The MQPL is assessed on a five-point scale.

Prison management

Prison operating on budget

Formula	Actual annual expenditure divided by annual budget.
Data Reporting	Expressed as a percentage and reported annually.
Details	<p>This measure reflects a prison's deviation from its budget. The ERA understands that budgets may be subject to change throughout the year. Where this is the case, additional information should be provided and considered in publishing performance data.</p> <p>The figure should be accompanied by supporting data tables showing the difference between actual expenditure and budget for each category (as per the categories used in the Department's cost per prisoner per day model), and supplementary information explaining the reasons for any significant differences between budgeted and actual figures.</p>
Inclusions/Exclusions	Excludes private prisons.
Target setting	Prisons should target budget usage of 100 per cent or less.

Prisoner grievances upheld	
Formula	Number of grievances lodged by prisoners that are upheld on investigation divided by a prison's daily average population.
Data Reporting	Ratio of prisoner grievances upheld to daily average population reported quarterly.
Details	<p>At the time of resolution, complaints will be either justified or unjustified.</p> <p>Any one of the following conditions may apply:</p> <ul style="list-style-type: none"> • the action or outcome being complained of did not comply with the applicable legislation, regulations, operating standards or lawful local instructions; • the action or outcome being complained about was not safe, fair or reasonable in the circumstances; or • the action or outcome being complained about was not dealt with in a timely fashion upon being drawn to attention in the first instance. <p>A prisoner grievance is considered upheld if remedial action is taken by the Department in response to the grievance.</p>
Inclusions/Exclusions	Includes grievances made by prisoners to the Department and complaints made to the Ombudsman.
Target setting	System-wide average.

ERA comment	There is likely to be a significant lag between incidents and the conclusion of investigations. This may affect the accuracy of this measure in individual time periods. Performance reporting should be adjusted retrospectively to account for delayed findings.
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1.4 Benchmark targets

The ERA has only been able to calculate benchmark targets for four performance measures out of 26. This is because the data required to calculate the majority of benchmark targets is unavailable or its accuracy cannot be guaranteed.

Benchmark targets for out-of-cell hours have been set as the average of performance in prisons with the same highest security level.⁵

Some benchmark targets are set as an acceptable figure for performance, which is uniform across all prisons. These are:

- unnatural deaths (target of zero for all prisons);
- escapes or unlawful releases (target of zero for all prisons); and
- prison operating on budget (target is 100 per cent or below for all prisons).

The following tables provide the benchmark targets and prison performance in Quarter 4 of 2014-15 for out-of-cell hours, unnatural deaths and escapes or unlawful releases. The ERA has not published tables for prison operating on budget because the Department has not provided the ERA with data on budget and actual expenditure for individual prisons.

Table 5 Out-of-cell hours benchmark targets and performance

Prison	Benchmark target	Actual performance for Quarter 4 2014-15	Percentage of target achieved
Acacia	12.34	12.48	101%
Albany	11.18	11.41	102%
Bandyup	11.18	11.12	100%
Boronia	16.06	16.00	100%
Bunbury	12.34	12.65	102%
Casuarina	11.18	11.85	106%
Eastern Goldfields	12.34	13.45	109%
Greenough	12.34	11.54	94%
Hakea	11.18	10.89	97%
Karnet	16.06	17.00	106%
Pardelup	16.06	17.00	106%
Roebourne	12.34	11.87	96%
Wandoo	16.06	15.00	93%
West Kimberley	12.34	11.73	95%
Woorloo	16.06	15.27	95%

Note: Benchmark targets for out-of-cell hours are the average of performance in prisons with the same highest security level. Highest security level is determined as the highest security level (maximum, medium, or minimum) that is at least 10 per cent of the prison's population.

Source: Department of Corrective Services.

⁵ Highest security level is determined as the highest security level (maximum, medium, or minimum) that is at least 10 per cent of the prison's population.

Table 6 Unnatural deaths benchmark targets and performance

Prison	Benchmark target	Actual performance for Quarter 4 2014-15	Percentage of target achieved
Acacia	0	0	100%
Albany	0	0	100%
Bandyup	0	1	0%
Boronia	0	0	100%
Bunbury	0	0	100%
Casuarina	0	0	100%
Eastern Goldfields	0	0	100%
Greenough	0	0	100%
Hakea	0	0	100%
Karnet	0	0	100%
Pardelup	0	0	100%
Roebourne	0	0	100%
Wandoo	0	0	100%
West Kimberley	0	0	100%
Wooroloo	0	0	100%

Source: Department of Corrective Services.

Table 7 Escapes or unlawful releases benchmark targets and performance

Prison	Benchmark target	Actual performance for Quarter 4 2014-15	Percentage of target achieved
Acacia	0	0	100%
Albany	0	0	100%
Bandyup	0	0	100%
Boronia	0	0	100%
Bunbury	0	0	100%
Casuarina	0	0	100%
Eastern Goldfields	0	0	100%
Greenough	0	1	0%
Hakea	0	0	100%
Karnet	0	1	0%
Pardelup	0	0	100%
Roebourne	0	0	100%
Wandoo	0	0	100%
West Kimberley	0	0	100%
Wooroloo	0	0	100%

Source: Department of Corrective Services.

2 Departmental performance information

In addition to the introduction of a weighted scorecard to assess the performance of individual prisons, the ERA has included a list of measures of performance for the Department as a whole. The ERA has done so where the measure relates to an important aspect of performance for the system as a whole. The ERA has also included measures that relate to the performance of individual prisons, but which are influenced by the performance of the Department as a whole.

Where possible, the ERA has sought performance measures that could be compared with other jurisdictions. Many of these performance measures are reported annually in the Productivity Commission's Report on Government Services.

The ERA has also provided a list of management information that, while important in understanding the operation of the prison system, is not useful for benchmarking. In particular, the ERA has separated out performance measures that it considers provide useful management information (that is, information that informs the Department and prison Superintendents about their business), but may not provide a useful benchmark comparison. The measures that the ERA considers useful management information are detailed in Section 2.2.

The distinction between performance measures that are used for benchmark comparisons and those that are provided as management information is based on whether the measure clearly reflects either good or bad performance. Where a measure is ambiguous (that is, an increase or decrease in the measure can be good or bad, depending on the circumstances) the measure has been listed as management information. For example, an increase in the use of separate confinement could be viewed as either bad (that is, it indicates poor behaviour from prisoners) or good (that is, it indicates better management of behaviour by a prison). As such, this measure has been included as management information. In contrast, an increase in assaults is unambiguously bad and this measure has been retained as a performance measure.

Prisons should not be set targets for management information measures, and management information should be considered with additional information to assess performance.

The ERA has not recommended a weighted scorecard for the Department as a whole. This is because the Department's performance is assessed by improvements over time. The significant benefit of a weighted scorecard is that it allows a comparison of different prisons. This comparison is not necessary for the Department. The ERA considers that monitoring the Department's performance over time is sufficient without the need for a weighted scorecard.

2.1 List of Department wide performance measures

Number of escapes or unlawful releases	
Formula	The number of incidents of a prisoner escaping or being unlawfully released from custody.
Data Reporting	Expressed as an absolute number and reported quarterly.
Details	<p>Escape is defined as a person charged with escaping from lawful custody under Section 146 of the <i>Criminal Code</i>. For the purposes of this performance measure, prisoner refers to any person legally detained by the prison.</p> <p>Unlawful release refers to a situation where there is a legal remand warrant, warrant of commitment or other custody order in existence and the prisoner has been released from prison.</p>
Inclusions/Exclusions	Nil.
Rate of return – Prison-to-prison	
Formula	The total number of prisoners released who reoffended and were sentenced to prison within two years of release divided by the total number of prisoners released in the period.
Data Reporting	Expressed as a percentage and reported quarterly.

Details	<p>The rate of return from prison-to-prison is the percentage of prisoners discharged from custody after serving a sentence who return to prison under sentence within two years of their release.</p> <p>The two year time period refers to the time from the day of release (inclusive) until the date of reoffending (inclusive), not the date of conviction or date of sentencing.</p>
Inclusions/Exclusions	<p>Excludes:</p> <ul style="list-style-type: none"> • prisoners who are imprisoned for fine-default only; • returns to prison on account of cancellation of early release order only; • returns to prison on account of suspension of early release order only; and • convictions for offences that occurred prior to a prisoner's release.
Rate of return – Prison to community corrections	
Formula	<p>The total number of prisoners released who reoffended and received an order to community corrections within two years divided by the total number of prisoners released in the period.</p>
Data Reporting	<p>Expressed as a percentage and reported quarterly.</p>

Details	<p>The rate of return from prison to corrective services is the percentage of prisoners discharged from prison after serving a sentence who committed a crime within two years of their release that resulted in a sentence to community corrections.</p> <p>The two year time period refers to the time from the day of release (inclusive) until the date of reoffending (inclusive), not the date of conviction or date of sentencing.</p>
Inclusions/Exclusions	<p>Excludes:</p> <ul style="list-style-type: none"> • prisoners who are imprisoned for fine-default only; and • convictions for offences that occurred prior to a prisoner's release.
Rate of return – offender program completers	
Formula	<p>The total number of prisoners released who completed at least one offender program and reoffended and received a prison sentence or an order to community corrections within two years divided by the total number of prisoners released who had completed at least one offender program.</p>
Data Reporting	<p>Expressed as a percentage and reported quarterly.</p>
Details	<p>The rate of return to prison for offender program completers is the percentage of prisoners discharged from prison after serving a sentence, having completed at least one treatment program prior to release, who commit a crime within two years of their release that results in their return to prison or community corrections.</p> <p>The two year time period refers to the time from the day of release (inclusive) until the date of reoffending (inclusive), not the date of conviction or date of sentencing.</p>

Inclusions/Exclusions	<p>Excludes:</p> <ul style="list-style-type: none"> • prisoners who are imprisoned for fine-default only; • returns to prison on account of cancellation of early release order only; • returns to prison on account of suspension of early release order only; and • convictions for offences that occurred prior to a prisoner's release.
Rate of serious assault	
Formula	The total number of prisoners who are seriously assaulted across the prison system during the reporting period divided by the total of the prison's daily average population for the entire prison system for the reporting period.
Data Reporting	Expressed as a percentage and reported quarterly.
Details	<p>Serious assault means 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.</p> <p>The measure is based on a count of victims of assaults, not incidents. That is, an assault by two prisoners on one other prisoner is counted as one assault, whereas a single incident in which one prisoner assaults two other prisoners is counted as two assaults.</p>
Inclusions/Exclusions	Nil.

Out-of-cell hours	
Formula	Out-of-cell hours at each prison multiplied by the percentage of the prison population at each prison summed for all prisons, where out-of-cell hours is equal to the sum of the difference between unlock and lockdown times divided by the number of days in the period.
Data Reporting	Expressed as an average per day and reported quarterly.
Details	<p>For prisons in which prisoners are not physically locked in their cell/unit, the measure is based on the number of hours in which prisoners are required to be present within their cell/unit.</p> <p>For prisoners that are routinely locked in their cell, the measure is based on the length of time they are locked within their cell.</p> <p>Where prisoners can be locked within their unit, but not confined to their cell, the measure should be based on the length of time they are locked in their unit.</p> <p>Out-of-cell hours are determined by the difference between unlock and lockdown times at each facility.</p>
Inclusions/Exclusions	Nil.
Prisoner to prison officer ratio	
Formula	The prison system's daily average population divided by the daily average number of FTE prison officers.

Data Reporting	The ratio of prisoners to prison officers reported quarterly.
Details	A prison officer is defined as any officer employed under Section 13 of <i>Prisons Act 1981</i> .
Inclusions/Exclusions	Nil.

The following table contains the Department's performance against the recommended performance measures between 2011-12 and 2014-15.

Table 8 Department performance (2011-12 to 2014-15)

Measure	2011-12	2012-13	2013-14	2014-15
Escapes or unlawful releases	7	10	15	9
Rate of return prison-to-prison	36%	36%	39%	36%
Rate of return prison-to-Corrective Services (prison or community corrections)	44%	43%	45%	43%
Rate of return - offender program completers (prison-to-Corrective Services)	43%	42%	40%	41%
Rate of serious assault	0.40%	0.55%	0.48%	0.68%
Out-of-cell hours	12.46	12.55	12.55	12.44
Prisoner to prison officer ratio	n/a	n/a	n/a	2.05

Source: Department of Corrective Services.

2.2 List of management reporting information

Prison utilisation rate	
Formula	The daily average population for each prison divided by the design capacity for each prison.
Data Reporting	Expressed as a percentage and reported quarterly. The measure is reported for each prison in the system.
Details	Utilisation rate means the daily average 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.
Inclusions/Exclusions	Exclude inactive beds and units. That is, beds that are not currently able to house prisoners due to, for example, maintenance, being decommissioned, or being unstaffed.
Cost per prisoner per day	
Formula	(Total annual cost/number of days in the year) divided by daily average population. (Appendix 3 of the Final Report provides discussion of current allocation methodologies for individual cost items).
Data Reporting	Reported as an annual average. The measure is reported for each prison in the system and for the system as a whole.

Details	<p>Cost per prisoner per day should be reported for the system as a whole, and for each facility within the system.</p> <p>These figures should be accompanied by supporting data tables showing a breakdown of costs for each prison (as detailed in the Department's cost per prisoner per day model), an explanation of how allocated costs have been apportioned to each prison, and which costs have been included or excluded from the calculation.</p> <p>Supplementary information explaining the differences between these figures and the net cost per prisoner per day calculated for the national Report on Government Services should also be published. See Appendix 3 of the Final Report for more details on these differences.</p>
Inclusions/Exclusions	As per the Department's current cost per prisoner per day model, consistent with prior years (detailed in Appendix 3 of the Final Report).
Use of separate confinement	
Formula	Total hours prisoners have been subjected to separate confinement divided by a prison's daily average population.
Data Reporting	Expressed as an average per prisoner and reported quarterly. The measure is reported for each prison in the system.
Details	Separate confinement means confining the prisoner to their sleeping quarters or a punishment cell in accordance with Section 43 of <i>Prisons Act 1981</i> .

Inclusions/Exclusions	Nil.
Overtime hours	
Formula	Total overtime hours worked by prison officers divided by average number of FTE prison officers employed during the reporting period.
Data Reporting	Expressed as an average per FTE prison officer and reported quarterly. The measure is reported for each prison in the system.
Details	<p>Overtime is defined as:</p> <ul style="list-style-type: none"> a) In the case of Officers employed on a part-time-basis, all work performed at the direction of the Department in excess of the Officer's ordinary hours of work if notification to work the additional hours has not been given to the Officer more than 48 hours before the commencement of the shift or where the additional hours exceed 120 hours per three (3) week roster cycle. b) In the case of an Officer employed in the classification Prison Officer (Work Camps), work performed by the Officer at the direction of the Department during a period in which the Officer is on standby. c) In the case of all other Officers all work performed by an Officer at the direction of the Department in excess of the Officer's rostered hours of work.
Inclusions/Exclusions	Nil.

Overtime expense	
Formula	Total prison officer overtime expense divided by total prison officer salary expense.
Data Reporting	Expressed as a percentage and reported quarterly. The measure is reported for each prison in the system.
Details	<p>Overtime is defined as:</p> <ul style="list-style-type: none"> a) In the case of Officers employed on a part-time-basis, all work performed at the direction of the Department in excess of the Officer's ordinary hours of work if notification to work the additional hours has not been given to the Officer more than 48 hours before the commencement of the shift or where the additional hours exceed 120 hours per three (3) week roster cycle. b) In the case of an Officer employed in the classification Prison Officer (Work Camps), work performed by the Officer at the direction of the Department during a period in which the Officer is on standby. c) In the case of all other Officers all work performed by an Officer at the direction of the Department in excess of the Officer's rostered hours of work.
Inclusions/Exclusions	Nil.
Workers' compensation taken	
Formula	Total hours of workers' compensation taken by staff divided by average FTE.

Data Reporting	Expressed as an average per FTE and reported quarterly. The measure is reported for each prison in the system.
Details	Workers' compensation means a form of insurance payment to employees if they are injured at work or become sick due to their work. Workers' compensation includes payments to employees to cover their: <ul style="list-style-type: none"> • wages while they are not fit for work; and • any medical expenses and rehabilitation.
Inclusions/Exclusions	Includes all employees who are under the direct or indirect supervision of the Superintendent.
Staff personal leave	
Formula	Total hours of personal leave taken by staff divided by the average FTE for the period.
Data Reporting	Expressed as an average per FTE and reported quarterly. The measure is reported for each prison in the system.
Details	The purpose of this performance measure is to assess the average quantity of personal leave taken by staff directly or indirectly supervised by the Superintendent.
Inclusions/Exclusions	Includes all employees who are under the direct or indirect supervision of the Superintendent.

The ERA has not been able to obtain the data necessary to provide management information for all of the measures that it has recommended in this Final Report. In the tables below, the ERA has provided the data that it does have, for the most recent period available to it. The ERA is unable to provide data on the use of separate confinement, personal leave taken by staff, or prison utilisation rates based on design capacity.

The data for workers' compensation and staff personal leave is derived from public prison performance reports provided by the Department. The performance reports have not been audited and, therefore, the accuracy of the data in this section cannot be guaranteed.

Table 9 Cost per prisoner per day (2013-14 financial year) (\$ nominal)

Prison	Cost per prisoner per day
Acacia	\$188
Wandoo	\$726
Albany	\$353
Bandyup	\$373
Boronia	\$323
Broome	\$1,428
Bunbury	\$322
Casuarina	\$354
Eastern Goldfields	\$650
Greenough	\$346
Hakea	\$301
Karnet	\$331
Pardelup	\$343
Roebourne	\$562
West Kimberley	\$764
Wooroloo	\$262
All prisons	\$334

Source: Department of Corrective Services.

Table 10 Overtime management information (2013-14 financial year)

Prison	Average overtime hours per FTE	Overtime expense as a percentage of total salary expense
Acacia	n/a	n/a
Albany	336	13%
Bandyup	398	15%
Boronia	177	6%
Bunbury	339	13%
Casuarina	611	24%
Eastern Goldfields	293	12%
Greenough	316	11%
Hakea	554	23%
Karnet	383	15%
Pardelup	307	12%
Roebourne	409	15%
Wandoo	n/a	n/a
West Kimberley	431	17%
Wooroloo	432	17%
All prisons	441	17%

Source: Department of Corrective Services.

Table 11 Average hours of workers' compensation per FTE per month (2014)

Prison	Average hours of workers' compensation
Acacia	n/a
Albany	2.1
Bandyup	2.2
Boronia	0.0
Bunbury	6.2
Casuarina	7.4
Eastern Goldfields	0.1
Greenough	1.9
Hakea	4.9
Karnet	2.1
Pardelup	0.9
Roebourne	2.5
Wandoo	n/a
West Kimberley	0.5
Wooroloo	7.3

Source: Department of Corrective Services.

Table 12 Average hours of personal leave per FTE per month (2014)

Prison	Average hours of personal leave
Acacia	n/a
Albany	8.7
Bandyup	9.1
Boronia	7.7
Bunbury	10.2
Casuarina	10.1
Eastern Goldfields	6.9
Greenough	9
Hakea	5.1
Karnet	8.6
Pardelup	8
Roebourne	10.2
Wandoo	n/a
West Kimberley	8.1
Wooroloo	11.8

Notes: Personal leave does not include annual leave.

Source: Department of Corrective Services.