
PERFORMANCE IMPROVEMENT FRAMEWORK

Formal Review of the Department of Corrections (Corrections)

SEPTEMBER 2012

State Services Commission, the Treasury and the Department of the Prime Minister and Cabinet

Lead Reviewers' Acknowledgement

As Lead Reviewers for this Performance Improvement Framework Review (the Review) for the Department of Corrections (the Department) we would like to acknowledge the thoughtful, open and generous input from staff throughout the process. The Department recognised this as an opportunity to identify and make performance improvements.

In addition, we had considerable input from a cross section of the Department's external partners and stakeholders, who were equally committed to supporting this Review and building stronger collaboration with the Department in the future.

Potential conflicts were noted by the Lead Reviewers in advance and managed where relevant including Dr Horn's role in the Department's recent expenditure review, his position on the Telecom board (which owns Gen-i, a supplier to the Department) and his role as advisor to a large stakeholder in a major New Zealand construction company which has undertaken work for the Department; and Dr Pratt's role as Deputy Chair of an organisation that provides mental health services.

**Performance Improvement Framework
Formal Review: Department of Corrections**

**State Services Commission, the Treasury, and the Department of the Prime Minister and Cabinet
Wellington, New Zealand**

**Published September 2012
ISBN 978-0-478-36179-7
Web address: www.ssc.govt.nz/pif**

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AGENCY'S RESPONSE

The Performance Improvement Framework (PIF) Review has been a very worthwhile exercise in validating the Department of Correction's (the Department) strategic direction. The Lead Reviewers have expressed confidence in the orientation and ability of the Department to deliver ambitious results for the benefit of New Zealanders. They have also identified a number of constructive ways for us to further lift our performance and create an even stronger platform to strive towards excellence.

It is clear the reviewers have a sound comprehension of the challenging business of the Department and we're pleased the Review recognises our staff work in a high-risk environment with difficult and demanding people. We are encouraged the reviewers endorse our target of a 25% reduction in reoffending, to provide appropriate direction and impetus for a significant increase in performance.

The performance challenge

The Reviewers identify nine critical factors they think the Department needs to address to deliver this substantial reduction in reoffending. They also note we have already identified the need to make progress on most of these and that the leadership team has developed plans for addressing areas where capability and capacity need to be built. The PIF Review will help us refine and improve this work further.

The nine areas are:

- a. A broader intervention approach, with more emphasis on integration in the community.
- b. Better targeting of interventions, including earlier intervention in the offender lifecycle.
- c. Better assessment of reoffending risk in the prison system.
- d. Offender-centric case management.
- e. The Departments' people need to be better engaged and supported to reduce reoffending while ensuring sentence compliance.
- f. The Department needs to be better integrated and act as 'One Team' to reduce reoffending.
- g. More effective relationship contracting with providers.
- h. Sector relationships.
- i. Sharing the story.

The focus of this response is on how we are working towards the Four-year Excellence Horizon, by detailing what we're currently doing and what we plan to do to address these nine critical success factors.

None of these key areas stand alone. In recent years our focus has been on getting our systems and procedures right, so we can raise our performance and deliver on these priorities. Key measures, such as escapes, positive random drug tests, compliance with mandatory standards for community-based sentences and orders and reconviction and re-imprisonment rates, all show we are performing at our best to date. We will ensure we keep this momentum going. Good progress has been made in reducing reoffending since 2010, with an average 4% reduction in each of the last two years. However, a substantial reduction in reoffending is what is now required and we are aware this will not be easy. We will need to be innovative to discover what is necessary to make significant gains across each of these nine areas to be successful.

Breaking the cycle of reoffending

To achieve our recidivism target, we will need to increase the opportunities available for prisoners to break the cycle of offending. This will mean raising the quality of our portfolio of rehabilitation interventions, increasing participation and broadening our delivery to include remand prisoners, short-serving prisoners, community-based offenders and youth. Youth, in particular, will be a focus moving forward, as early and effective interventions can help to turn around a future life of crime, reduce victimisation and reduce the financial burden these pose to the taxpayer. Further detail on how we'll achieve these outcomes can be found in our Better Public Services Results Action Plan. A new Reducing Reoffending Governance Committee has also been set up to guide, direct and provide oversight of the comprehensive programme of work that directly impacts our ability to achieve our ambitious target of reducing reoffending by 25%.

To achieve a 25% reduction in reoffending we will need to explore further opportunities for increasing participation in interventions. This will include: reviewing unlock hours in prisons; improved targeting of interventions, including earlier intervention; and ensuring optimal utilisation of our rehabilitation programme facilities. It will also include delivering enhanced risk assessment, which takes further dynamic and actuarial factors into account. To enable this we are currently working on a number of linked projects that will align the Department to the principles recommended by the Lead Reviewers, and enhance our ability to allocate rehabilitative resources to achieve best effects. These include the following (with expected completion dates of design specifications in 2012):

- updating and refining the current actuarial risk assessment methodology (RoC*RoI) to significantly improve the accuracy of individual risk scores (by the end of August)
- adding Child, Youth and Family (CYF) youth justice data into actuarial risk calculations at the individual offender level; this is based on a recent matching exercise where all Ministry of Social Development (MSD) youth justice data was linked to our offender data (by the end of October)
- a methodology for placing dollar values on individual criminal careers, which can in turn be linked into risk analysis, allowing early identification of offenders who pose the highest risk of the most costly long-term offending careers (by the end of October).

Rehabilitation needs to be backed up with effective services to reintegrate prisoners into the community, because after release from prison offenders face daily challenges to remaining offence-free. We need to do more to make this transition as risk-free as possible. We are looking to establish two reintegration centres, likely to be in Taranaki and Rotorua. These are planned to be operational by early 2014. We must also do more to support the integration of offenders in the community who may require help to find stable accommodation, employment and pro-social support networks.

The key to getting the best results from our interventions is strong case management throughout an offender's contact with our services, so that we place the offender at the centre of our efforts and maximise opportunities to reduce reoffending. We need to plan the timing of interventions better so that offenders receive the right interventions at the most effective time.

To embed a case management model that is offender-centric and spans an offender's sentence end-to-end, our services need to work together more closely with clear accountabilities and a united focus on reducing reoffending, with information sharing and processes better integrated. Implementation of end-to-end case management is due to be completed by June 2013.

A focus on results

Our new streamlined organisation structure aims to transform the Department into one unified and cohesive team, with empowered frontline staff, supported by strengthened regional leadership. Service delivery support and corporate services will be set up so they can work across all the Departments' services and enhance the great work done at the frontline.

The major change is the creation of a unified offender-focused service group that will bring the separate service arms together as one team. To strengthen the regions, leadership will be put closer to communities and empower managers and staff to be more responsive and accountable within their regions.

The aim is to provide for faster more effective decision-making at a local level, introducing a degree of regional flexibility and decision-making to lift innovation. The proposed structure would help the Department significantly in operating as one team and unifying its effort in achieving a step-change in performance and consequently greater staff engagement.

These structural changes to unify our effort create an opportunity to embed the working practices needed to achieve our reducing reoffending target. We need to work together more effectively as one team to raise our performance and achieve better results and our organisational culture needs to be more encouraging of innovation, and this capability nurtured within our workforce.

The Department appreciates engaged and committed staff are the key to achieving our goal of a 25% reduction in reoffending. The 2011 Engagement Survey indicated opportunities for improvement in staff engagement and the Department has recently agreed to a number of initiatives aimed at maximising staff engagement. The most significant is a planned three-year management development programme aimed at the Departments' 500 managers, with prison managers and their direct reports receiving a two-day management training activity, as part of the programme, later this year.

The Department is also investing in the professional development of our frontline staff to ensure they are better equipped to meet offender outcomes. A two-day course for all custodial staff is aimed at creating a positive and effective environment through better understanding of how the Department will operate as 'One Team' to achieve our goal of reducing reoffending. The Right Track programme will also enhance staff engagement levels in prisons through building on active management so there is improved daily interaction with offenders, to support them to make progress against their offender plans and make a real contribution to reducing reoffending. Staff will be supported in achieving these aims through regular 'Right Track' meetings that give the opportunity to discuss offenders' progress and 'bite-sized' training in targeted areas to support practice development.

We will re-survey in November 2012, which will give us a further indication of the impact of these interventions, and where we need to continue to work.

Achieving a 25% reduction in reoffending will require a greater understanding of our performance opportunities. We already have a well established work programme to improve our approach to measuring performance, including the use of league tables to benchmark prison performance against private sector providers. We will refine our measurements so the organisation can gain a more sophisticated understanding of the opportunities and challenges inherent within our service provision, including opportunities to raise staff productivity. We will distribute a dashboard of headline indicators (including site-specific reductions in reoffending) to raise staff engagement and better reflect their contribution to our strategic priorities, creating clear line of sight for key performance metrics.

Stronger partnerships

Strengthening our partnerships is a priority, because to be more effective at reducing reoffending we need to motivate others to work with us. Justice sector agencies operate at different stages of the criminal justice pipeline and this level of interdependence requires close collaboration. We will continue to integrate with our justice sector partners and will increase our collaboration with other agencies, such as CYF, Work and Income New Zealand (WINZ) and Housing New Zealand. We will partner with community organisations, local government, non-government organisations (NGOs) and iwi to take local approaches to better meet the rehabilitative and reintegrative needs of offenders, such as tapping into local employment opportunities and social support networks. For example, establishing the reintegration centres as detailed earlier.

Working towards an enduring reduction in reoffending will bring together the joint focus of the public and private operations within the Corrections System, strengthening these partnerships and leveraging the benefits built into the arrangements within these contracts.

The Reviewers draw attention to the great story we have to share in respect of improving public safety through reducing reoffending and ensuring sentence compliance. Demonstrating the value of reduced reoffending and the impact our initiatives – and those of our partners – can have in achieving this goal is paramount. We understand that to strengthen public understanding of, and confidence in, our approach to the management of offenders, we need to grow the level of engagement with not only the communities we work in but also with the wider public. To ensure we take this opportunity, activities have been defined to enable us to more pro-actively tell our story.

Opportunities moving forward

It is apparent that the Reviewers recognise the significant shift in both the strategy and operating model we have already begun to undertake, to achieve a substantial reduction in reoffending. They acknowledge, this is only possible because we have been able to deliver a consistent improvement in ensuring sentence and order compliance over the last few years and have begun building capability and putting in place new operating models to support this shift in emphasis.

Further to this, the stabilisation of volumes into the criminal justice sector is creating a more favourable operating environment and opportunities for a shift in the focus of the Department and the wider justice sector towards addressing the underlying causes of offending. We agree with the Reviewers that we need to continue to capitalise on these opportunities to create a virtuous cycle, reducing costs in line with falling volumes and reinvesting savings to further reduce reoffending.

Conclusion

There is a considerable work programme to be implemented to achieve a 25% reduction in reoffending and to incorporate the valuable input from this Review. It will require strong leadership and enduring determination at all levels of the organisation. The Department is well placed to drive this change and this is recognised by the Lead Reviewers. A change management strategy has been developed to ensure the appropriate governance arrangements and risk management processes are put in place, and that the expected savings and benefits are realised and tracked.

Implementing the above work programmes will deliver lasting savings, better services and place the Department in a strong position to break the cycles of reoffending. An increased focus on rehabilitation (particularly drug and alcohol treatment) better educational opportunities and more real jobs for offenders, is the best way to make use of limited resources within a context of value-for-money and will ultimately lead to demonstrable and significant benefits for New Zealanders.

LEAD REVIEWERS' VIEW

In undertaking this Review the Lead Reviewers considered: "What is the contribution that New Zealand needs from the Department of Corrections and, therefore, what is the performance challenge?"

Recent Context

The Department of Corrections (the Department) is committed to improving public safety by ensuring sentence compliance and reducing reoffending. Department staff work in a high risk environment with difficult and challenging people. Mature judgement and sophisticated risk management is required to keep staff, offenders and the public safe. The Department has embraced a big opportunity to further enhance public safety by striving to make a significant reduction in reoffending, thereby reducing the risk to future potential victims. Reducing reoffending is not a trade-off with public safety; it is a direct contributor to significantly enhanced public safety.

Substantially reducing reoffending will require a further significant shift in both strategy and operating model. However, this is only possible because the Department has been able to deliver a consistent improvement in ensuring sentence and order compliance over the last few years and has begun building capability and putting in place new operating models to support this shift in emphasis. The Executive Team is providing strong leadership within the justice sector and within the Department to significantly transform its strategy and ways of working.

Community Probation Services (CPS) has initiated a shift from an overly rules-bound and compliance-focused operating model to one that combines a limited number of mandatory standards to ensure sentence compliance, with wider discretion to respond to individual offenders, within a supported decision-making framework. Compliance with mandatory standards for Parole currently sits at 98% nationally, as at February 2012, up from 56% in September 2008. The rate of successful completions of community-based sentences and orders is at its highest level and compares favourably with the Australian states.

In Prison Services (PS) escapes have been reduced to an all-time low and fewer prisoners than ever are using drugs in prison. In terms of key metrics, like prisoner escapes, prisoner suicides, prisoner-on-prisoner assaults and total cost per prisoner per day, Prison Services compares favourably with international benchmarks. The introduction of smoke-free prisons in July 2011 came into effect without any major incidents. The introduction of private prison operators in Mt Eden in August 2011 – and the recent announcement of a new private prison at Wiri – are significant changes aimed at providing stronger performance benchmarks and an important new source of innovation.

The creation of the Rehabilitation and Reintegration Service (RRS) in 2010 aimed at ensuring a greater focus on improving the rehabilitation programmes and reintegration services available across the Department. Over the last two years there has been a substantial increase in the numbers of prisoners in drug and alcohol treatment programmes and in education and training programmes; with a substantial increase in the number of New Zealand Qualifications Framework credits and National Certificates achieved.

These are important achievements and create the platform to tackle the next task. Whilst some inroads have been made into reducing the twelve-month reoffending rate since 2010, a substantial and sustained reduction in reoffending is what is now required. This is the new performance challenge and this Review identifies the areas where the Department will need to improve performance in order to meet this new challenge.

The Performance Challenge

The Department has a central role to play in ensuring that the rules that society creates are administered and enforced in a way that supports their legitimacy. Maintaining public confidence in our institutions of justice requires both institutional integrity and strong institutional performance. Performance is defined in part as improving public safety by reducing crime and the harm it causes. The Government is currently translating this into targets for reducing total, violent and youth crime rates as well as reducing reoffending over the next three to five years.

A target of reduction in reoffending by 25% is being considered and if achieved would mean 18,500 fewer victims of crime per annum. This is an ambitious target which will require fundamentally different ways of working. The Department recognises that “to succeed overall, we must succeed with Māori offenders”. We endorse this target as providing appropriate direction and impetus for a significant increase in performance.

The Department of Corrections is central to maintaining the integrity and improving the performance of the justice system and can achieve this by:

- a Ensuring a high level of compliance with sentences and orders, and to do that in a way that meets society’s expectations for the treatment of victims and offenders.
- b Substantially reducing rates of reoffending so reducing the number of victims and increasing the opportunity for offenders to become productive members of society.
- c Consistently improving value for money within a fixed overall justice sector budget for the next four years.

These are the Department’s priorities. However, the Department also realises that it cannot deliver on these goals on its own, so its final priority is to work with the justice sector, the public service and community sector in helping to achieve the above goals.

The Department’s environment is improving, creating new opportunities. Changes in policy and practice – along with increasingly favourable demographics – are starting to have a positive impact on crime rate trends, criminal prosecutions and imprisonment (ie, on the criminal volumes that drive the Department’s costs). This should deliver a substantial ongoing fiscal ‘dividend’ across the criminal justice sector. Government has agreed to maintain a fixed expenditure baseline for the criminal justice sector agencies for the next four years (ie, Police, Justice (including Courts), the Department of Corrections, Crown Law and the Serious Fraud Office). This creates the opportunity for the sector to shift its focus: from having to respond to the consequences of ever-increasing criminal volumes and costs, to focusing more heavily on the drivers of crime, including by reducing reoffending. Realising this opportunity requires the sector to reduce costs in line with falling criminal volumes and to free up resources for reinvestment.

For the Department, the challenge is to create a virtuous cycle: reducing costs in line with falling imprisonment rates to free up resources to reinvest in its own activity – and complementary activity across the sector – to reduce reoffending and so accelerate the fall in imprisonment rates which frees up more cost and so on. The Department has made a good start. The Expenditure Review currently underway has identified how it can kick start this process by reducing costs in order to absorb future cost pressures and free up resources for reinvestment across the four-year budget horizon.

There are a number of factors critical to success that the Department needs to address.

Generating real momentum behind this virtuous cycle requires the Department to work effectively with others to generate a substantial reduction in reoffending while maintaining a high level of sentence compliance and public confidence. This will require a number of fundamental changes in the way the Department operates. The new leadership has established the required course and is on the right track. They should be backed to succeed.

While some offenders will always reoffend, a substantial reduction in this number is achievable. Delivering a substantial reduction in reoffending requires stronger engagement of the Department's own staff, as well as key public and private sector partners, in delivering more effective interventions across a larger proportion of offenders. In particular, more attention will need to be given to reducing reoffending amongst offenders serving community-based sentences because these make up about 80% of the total offender population.

This requires a lift in performance across nine key areas:

a. A broader intervention approach, with more emphasis on integration in the community.

The current approach to intervention is heavily weighted toward delivering rehabilitation programmes that address 'behavioural deficits' in high risk, longer-stay offenders in prison. While necessary, this will not be sufficient because it does not do enough to equip offenders to lead more productive lives. Nor does it address the problems of a large enough proportion of offenders, especially the large majority of offenders serving community sentences. Addressing the needs of people on remand or on short or community-based sentences will require more attention to shorter programmes and programmes that can be delivered by a mixture of staff and community-based organisations, in the community as well as in prisons.

This needs to be supported with a better balance between what are currently relatively well developed rehabilitation programmes and underdeveloped integration and reintegration services. This includes more than simply helping prisoners reintegrate into the community upon release from prison. Community-based offenders are based in the community but may not be well integrated in terms of appropriate housing, employment and social connections.

Strengthening integration and reintegration (collectively 'integration') services will, in turn, require much stronger partnerships with social agencies (like public mental health services, Housing New Zealand Corporation (Housing New Zealand), Child, Youth and Family (CYF), Ministry of Health, and Work and Income New Zealand) as well as community providers to deliver more successful integration. This includes a stronger focus on the 'demand side' of the integration equation. The Department needs a more coherent approach to the design and delivery of integration services. For example, while Corrections Inmate Employment provides training and education to offenders, this needs to be better matched to the available jobs, with a more systematic approach to placement through Work and Income New Zealand (WINZ), community-based providers and directly with employers.

Delivering these changes will require a culture that is more encouraging of innovation, builds capability and is able to identify what works and close down innovations that are not delivering to expectations. This needs to be supported by better sharing of intelligence with other agencies – like the Inland Revenue Department and Ministry of Social Development – and with community providers to track offender experiences post release.

b. Better targeting of interventions, including earlier intervention in the offender life-cycle.

Success requires the right offenders to get the right interventions at the right time. Interventions include where offenders are placed (which determines the other offenders they associate with) the way staff interact with them, the rehabilitation programmes that are delivered and the community integration services provided. The most effort needs to be directed at those offenders who impose the greatest actuarial cost on society without intervention and who are most likely to improve their behaviour as a result of intervention. This matching of offenders with interventions is one of the most important things the Department does.

The current approach does not recognise the actuarial cost of an offender over the offender life-cycle and matching of offenders with interventions is heavily determined by an overly static approach to risk assessment (see (c) below). Taking actuarial and dynamic factors into account is likely to have a material impact. When combined with data on CYF history it should, for example, better target young and first offenders who may present for a relatively minor offence – or a youth offence – but are highly likely to graduate into a life of more serious and repeated crimes.

The Department should explore how it might best incorporate an actuarial approach to better target its interventions. For example, the actuarial approach being applied as part of the welfare reforms might be usefully extended and could lead to earlier interventions. More effectively targeted earlier intervention would be supported by more active sharing of intelligence with other agencies – like Police and CYF – as well as closer involvement of the Department in encouraging the delivery of rehabilitation and integration services in youth justice facilities operated by CYF. Accurate targeting of early interventions is critical because there is good evidence that poorly targeted early interventions can do more harm than good.

c. Better assessment of reoffending risk in the prison system.

The way prisoners are managed depends in large part on their risk of reoffending and their security classification. The risk of reoffending is used to target rehabilitation and reintegration resources. The prison security classification determines placement and security level which, in turn, determines the regime of the unit prisoners are housed in (eg, unlock hours etc). In practice, maximum security prisoners have limited access to rehabilitation programmes.

While security classifications in the prison system are regularly reassessed based on the prisoner's changing attitudes and behaviour, the risk of reoffending is, for the most part, based on historic or static factors, like age of first offence. It largely ignores dynamic factors, like changes in the prisoner's attitudes, associates or behaviour. (CPS does use a dynamic approach to assess risk of reoffending.)

Increased emphasis on dynamic factors in the prison service would enable more effectively tailored case management, including better targeting of rehabilitation and reintegration interventions and resources. We note that this more dynamic approach is already in place with some offenders, including sex offenders.

d. Offender-centric case management.

The current move from a sentence and programme-centric approach to an offender-centric approach needs to be further developed and more deeply engrained. In particular, there needs to be stronger case management that is well integrated end-to-end (ie, from the early identification of offender risk through to post-sentence release, including more focus on the first few days after release). This requires a change from focusing on addressing behaviour at the time of the offence (eg, treat addiction or punish crime) to a more dynamic approach to addressing the risks of reoffending.

Case management should be mandatory, with clear accountabilities on CPS, RRS and PS staff to ensure effective end-to-end management, and include incentives for offenders to reach required goals that lower the risk of reoffending. Current responsibilities for end-to-end case management as between Case Officers, Case Managers and Probation Officers need to be clarified.

An offender-centric approach is particularly important in supporting offenders with mental health issues. There is a much higher incidence of mental health problems amongst the offender population than the New Zealand population; often compounded by a complexity of issues like head injury, drug and alcohol abuse, and prior physical or sexual abuse, as well as the stress of imprisonment itself. The Department would benefit from – and some staff we talked to would appreciate – a more comprehensive approach to appropriate training in this area for frontline staff (eg, identification and referral to specialist mental health services). The Ombudsman has instigated an ‘own motion’ review of mental health in prisons. It is recommended that the Department proactively develop its capability in this area, including by effective engagement with relevant non-government organisations (NGOs).

e. The Department’s people need to be better engaged and supported to reduce reoffending while ensuring sentence compliance.

There is a large number of staff we met who want to make a difference to offenders’ lives and are naturally aligned to the Department’s purpose. At the same time, however, the staff survey suggests a low level of engagement with the Department, especially amongst prison staff. It seems to us that staff view the Department as getting in the way of them doing the job they and the Department want them to do, rather than supporting them to do that job. This represents a huge opportunity to harness the commitment and talent of the Department’s own people to reduce reoffending.

Success will require action in a number of areas:

- Once management has shared the results of the staff engagement survey with all staff, as currently intended, it will be critical they then work with staff to identify where change is needed, demonstrate an aggressive plan to address areas of weakness, commit themselves to a follow-up survey in short order and hold themselves to account for delivering a significant improvement in that follow-up survey.
- The PS operating model is still heavily focused on compliance. It needs to be clearer about those few standards that really have to be mandatory in order to ensure sentence compliance and effective care of offenders, with more room for supported decision-making tools to guide judgement in responding to those things that will encourage individual offenders to reduce their risk of reoffending. The type of active and balanced approach promoted through the Right Track pilot programme needs to be more consistently embedded.

- The PS also has too many layers of management and not enough responsibility, accountability, training or support given to prison managers for prison management or to frontline managers for staff management. Too much is delegated upwards for resolution. The proposed restructure will help address some of these issues.
- There is too much variability in the performance of individual prisons and the proposed introduction of a regular, transparent and credible process for assessing and ranking prisons based on criteria that are closely aligned to the Department's goals is central to improving performance and reducing the variability in that performance.
- While CPS now has a much more effective operating model, it is still in its early stages of development and the model needs to be encouraged to evolve and its benefits fully exploited. That would include on-going evolution and refinement of decision support and professional development and training to support more and more effective use of judgement to meet individual offender requirements (eg, to recognise mental health issues and provide basic counselling and referral).
- The initial Probation Officer training programme can be shorter and better matched with workload. There needs to be clearer definition of what is best taught in the classroom and what is best learnt on the job.
- There needs to be a more consistent emphasis on performance management across the Department, with clear expectations on all managers that poor performance needs to be addressed and superior performance more clearly recognised.
- Operating systems and processes vary across the organisation in regard to the nature and extent of compliance, for example, the frequency and completion of goal setting and performance related feedback. The greater use of information technology (IT) can embed agreed systems throughout the organisation and help ensure consistency and completeness of implementation. This reduces the risk of old procedures and ways of working living on long beyond the time that they were supposed to be changed.
- IT has considerable potential to transform both the efficiency and effectiveness of Department performance and to contribute towards the achievement of the reduction in reoffending objective. A range of valuable innovations are in prospect including a radical improvement in the speed and accessibility of the fundamental Integrated Offender Management System, the introduction of mobile devices for field workers and the creation of Practice Centres to support judgement-based decision-making.

f. The Department needs to be better integrated and act as 'One Team' to reduce reoffending.

Reducing reoffending should be the business of everyone in the Department and the structure needs to encourage an integrated approach to this task. The creation of RRS has provided a necessary focus on improving rehabilitation programmes and reintegration services, and in many ways is still in its infancy. However, rehabilitation and integration are so fundamental to the Department's success that they cannot be seen as the sole preserve of a single service line. While there is a role for specialists in developing programmes and services, they will only be effective when offenders get the right sequence of interventions at the right time and in the right environment. CPS, the PS, and community partners are key to making this matching work.

Getting this integration right needs to be informed by the people on the ground who must make it work day-in and day-out. This is not something that national office can do on its own. However, national office does need to set out some clear principles that local solutions will need to incorporate. In particular, solutions should be offender-centric, with case management being delivered as seamlessly as possible from pre-sentence through to post-release. Common mandatory requirements should be kept to a minimum to protect safety and security, with scope for case officers and managers to tailor interventions based on dynamic risk assessments to better meet the situation of individual offenders.

g. More effective relationship contracting with providers.

The Department is developing a strong capability to manage third party custodial services and has well developed capability in contracting for custodial outcomes. However, its relationship with many community-based providers – including iwi and other NGOs who supply integration services – is still transactional and needs to become more relationship based and focused on building mutual capability and delivering the outcomes the Department is looking for, rather than simply supplying capacity (eg, beds) or activity (eg, programmes).

h. Sector relationships.

The criminal justice sector has been tasked with reducing crime – including youth and violent crime – and reducing reoffending. While the sector is working much more effectively together to deliver the results the Government expects, this development is still in its early stages and yet is critical to the Department’s success. The virtuous cycle that supports investment in reducing reoffending requires partner agencies – especially the Police – to play their part in reducing crime and the numbers of offenders the Department has to manage. The public is also likely to be more supportive of a sector focus on prevention – including reducing reoffending – if crime rates are falling.

The Department has a big stake in the sector working effectively ‘as one’ and is playing its part in helping bring this about. However, most of the accountabilities and incentives are still arranged around individual departments reporting to their Ministers, and most of the focus to date has been on defining goals for each agency that they can execute individually. Given the importance of this issue, more needs to be done to strengthen collective leadership (see, for example, the recent Ministry of Justice PIF Report).

A large reoffending reduction target will help encourage the sort of real innovation and active collaboration necessary for sector success. This will, in turn, highlight areas where changes need to be made so the sector has the mechanisms available to deliver on its collective responsibilities; including reducing the number of people who end up under the Department’s supervision in the first place. The whole sector needs to get behind the target in order for it to be met. That will, in turn, strengthen the ability of the sector to work effectively together.

The criminal justice sector also needs to work more effectively with agencies in other sectors, especially welfare. In particular support from and connections with CYF, WINZ and Housing New Zealand will be essential. The ability of the Department to access suitable social housing for some of its offenders is a significant challenge that would benefit from a whole-of-government approach.

i. Sharing the story.

The Department has a great story to share in respect of improving public safety through reducing reoffending and ensuring sentence compliance, and can point to significant examples of success in this regard. The Department recognises it needs to be less defensive and more proactive in sharing this story. It needs to demonstrate to the public that it can be effective in reducing reoffending and that the benefits are substantial. It also needs to be able to demonstrate it is doing all that it should to protect public safety by ensuring sentence compliance, that risks are properly assessed and that any systematic weaknesses are promptly addressed.

While the importance of these issues is recognised, much more work needs to be done across a range of activities to ensure that the inevitable incident that impacts negatively on public safety does not trigger a disproportionate short-term reaction that undermines the longer-term focus on reducing reoffending.

None of these issues stand alone. Reoffending has remained stubbornly high and achieving a significant reduction in reoffending will not be easy. The Department will need to be innovative to discover what is necessary to make significant gains across each of these nine areas in order to be successful.

Desired Future State – Four-year Excellence Horizon

Environment

There is intense public interest in the work of the Department of Corrections. The Department operates in the context of close scrutiny from a variety of sources including a wide range of advocacy and community groups, the Ombudsman and the media. Sentinel events, such as escapes or deaths in custody receive high levels of publicity and review. Containment and minimisation of risk to the public are a high priority.

The prison population grew steadily over the last decade putting considerable pressure on the capacity of the Corrections system. This trend has stabilised over the last three years and is starting to decline as a consequence of changes in Justice Sector policies and practice and a decline in the proportion of younger people in the population as the 'baby blip' generation grows older. One significant change has been the number of offenders serving sentences in the community, which rose dramatically from 2002 when a wider range of community based sentencing options became available to judges, but has started to decline in the last three years.

The nature and extent of the work of the Department is fundamentally influenced by sentencing policy and the success of police in detecting and preventing crime. Current forecasts suggest that the changes in policy, practice, demographics and the Department's efforts in reducing recidivism will lead to a continuation of declining offender volumes. The challenge is to create a virtuous cycle by turning these reduced volumes into reduced costs that are reinvested in further reducing volumes.

We expect these contextual variables to continue to apply. However, within four years we anticipate the Department will have developed a more proactive approach to explaining its approach and sharing more of its success stories and we will see clear evidence of the virtuous cycle at work.

Purpose and objectives

The Department and its staff have a clear sense of purpose that is widely understood and shared – improving public safety by ensuring security and safety and reducing reoffending. There are high levels of commitment to this purpose by many dedicated people throughout the organisation. Success in meeting these objectives will be measured through a set of key performance indicators which are currently being developed and refined.

The emphasis on reducing reoffending, which is seen as an important way of ensuring public safety, is comparatively recent. The preliminary goal of 25% reduction in reoffending is ambitious and exciting; the benefits to society of achieving this are considerable. Delivering it will require a fundamental shift of emphasis in the way the Department conducts its work.

Within the next few months we expect the set of ambitious goals and performance measures will have been clearly articulated, that they will have fully incorporated the reoffending goal into assessments of performance of individual sites within two years, and that within four years they will have been achieved, with a further set of even more ambitious targets set.

Whereas the Department is substantively responsible for ensuring sentence compliance, it cannot succeed alone in the reducing reoffending objective. Within four years we expect there will be a strong alignment of purpose, objectives and strategy with the Justice Sector – Courts, Police and the Department of Corrections – and with the Welfare Sector, as well as with key outsource partners and specialist service providers.

Strategy

Whereas the purpose and objectives of the Department are clear, the means by which these will be achieved are less well understood and vary across the organisation.

The underpinning strategic direction is a shift towards an offender, as opposed to an offence-centric approach. This leads to a move towards 'end-to-end' offender management, involving case management throughout the offender's experience with the Department. This approach in practice is most evident within the Psychological Services section and within CPS. It is least evident within Prisons and Rehabilitation and Reintegration.

The Department operates a risk-based strategy with the greatest effort going into those offenders who present the greatest risk, as measured by overly static factors in the prison service. Moreover, the actuarial cost to society of different offenders is not considered when targeting interventions. The current approach tends to underemphasise the potential for early intervention to mitigate longer-term escalation of recidivist offending.

Recent linkage with CYF has extended the potential for 'end-to-end' management with a view to reduction in reoffending, because the majority of first offenders the Department sees are already well known to CYFS. We believe there is potential for a more overt integration with the youth justice system.

The primary epistemological base adopted by the Department is behavioural psychology with interventions based on theories of criminogenic behaviour. This has tended to produce a deficits-based approach, and to lead towards a lesser emphasis, or less coherent emphasis, on the contextual factors that lead to positive behaviour, such as employment, social connections and an appropriate place to live. The strategy and process for successful integration are less well defined than they are for rehabilitation and vary throughout the organisation.

In the next four years excellence will necessitate the complete implementation throughout the Department and related entities of 'end-to-end' offender-centric case management from the earliest stage of a person's offending career. There will be a coherent approach to behavioural and positive strengths-based offender engagement and a greater emphasis on successful re/integration of offenders into the community.

Operating model

The primary operating entities of the Department are Prison Services (PS), Community Probation Services (CPS), and Rehabilitation and Reintegration Services (RRS, which includes psychological services and intervention programmes). RRS was established two years ago as a separate operating division, consistent with the strategy of placing a greater emphasis on these objectives. There is a widespread commitment across all these areas to ensuring public safety and helping offenders to improve their lives.

The offender-centric case management model is least well developed in prisons where, in some cases, it appears to operate more like the sentence planning approach that preceded it. The systems and approaches vary widely and this diversity cannot be fully explained by the different risk profiles of prisoners and prisons. There is an emphasis on rehabilitation programmes with a lesser commitment to integration support, especially for those with shorter or community-based sentences.

The operating model throughout the Department up until the last two years has been heavily compliance-based with rote rules to be followed. This has changed significantly towards a judgement-based model based upon mandatory standards and operating guidelines in CPS. There is a need to develop the judgement-based approach within case management in prisons and within the offender management systems more generally. Mandatory standards need to be seen as minimum requirements and do not of themselves constitute satisfactory performance or appropriate use of judgement.

To assist in this regard the extant risk of reoffending assessment tool (RoC*RoI) used within prisons needs to be supplemented and developed to incorporate dynamic risk assessment. The current risk model in use within the prison system emphasises static risk, largely based on the historical pattern of offences. A more explicit introduction of dynamic factors, such as attitudes, treatment programmes completed and family and community connections, is required.

To be successful, the Department needs to work closely with justice sector partners, health, mental health and education services, CYF and WINZ, and both private providers and community organisations. Many private and community providers explained that the Department has been hard to do business with at the management level, although operating relationships appear for the most part to be good. This appears to be explained by a range of factors, including differing paradigmatic emphases on deficits versus strengths-based approaches, a tendency by the Department to adopt a transactional rather than relationship approach to contracting with community-based providers and a reluctance to accept ideas from outside the organisation. Stakeholders reported valuable improvements in these regards over the last year and the move towards public-private partnerships in custodial services should help accelerate this trend.

In four years we would expect to see rehabilitation and integration being widely understood as everyone's job and an enhanced emphasis on the importance of integration. Offender-centric (as opposed to sentence-centric) case management will be widely practiced based on shared policies, systems and processes. Dynamic risk assessment will be employed throughout the Department. Judgement-based decision-making, based on mandatory standards and operating guidelines, will be implemented fully throughout the organisation. There will be widespread sharing of new ideas and innovation throughout the justice sector and in collaboration with private sector and community service providers. The Department will have moved from a transactional approach in working with community service providers to a collaborative approach that builds capacity and capability towards shared outcomes.

Performance management and accountability will reinforce the offender-centric, 'end-to-end' case management, judgement-based approach. Performance management will operate consistently and effectively throughout the Department at all levels of management. There will be fewer layers of management to enable faster decision-making and enhanced communication.

Change capability

The Department has experienced several restructuring interventions over recent years and a new restructuring is imminent at time of writing. Although the restructures have been derived from strategic direction, the implementations have been mixed. In particular, the implementation of new systems and processes aligned to the structure has been variable and performance management tends to be idiosyncratic to the manager. As a consequence, the benefits that could be derived from restructured organisation design have been somewhat dissipated, and this has contributed to comparatively low levels of staff engagement. Staff are extremely engaged with the purpose of the organisation but not with management through the hierarchy.

The proposed new organisation design is consistent with the purpose, objectives and strategy. Assuming it proceeds, and even if it does not, the success of the organisation design will be critically dependent on the extent to which policies, systems and processes are aligned to the strategy and structure and fully and consistently implemented throughout the organisation through successful performance management. There is much work for the organisation to do in this regard.

Within four years we expect the Department will have moved beyond the discontinuous change mode of operating with organisation learning and continuous innovation embraced as the norm. This will be enabled by the innovative use of IT.

Dr Mike Pratt
Lead Reviewer

Dr Murray Horn
Lead Reviewer

CENTRAL AGENCIES' OVERVIEW

The Government's clear priority is to deliver better public services to New Zealanders, within a tight operating budget. Government agencies are expected to review and change how they operate to focus on the most effective and efficient use of resources and to deliver better public services to New Zealanders.

The Performance Improvement Framework (PIF) is used by a small group of respected Lead Reviewers to review agencies to provide insights into how well an agency is positioned for the future. Chief executives value the opportunity to engage with Lead Reviewers to discuss those insights, as do we.

We, as central agency chief executives, also benefit from Lead Reviewers' insights about the State sector and the opportunities that exist to improve its operation. Ministers, the public and agency stakeholders are entitled to information about agency and sector performance and to know what is being done to lift that performance.

Our Lead Reviewers posed the question: *"What is the contribution that New Zealand needs from the Department of Corrections (the Department) and, therefore, what is the performance challenge?"* They then set out in a 'Four-year Excellence Horizon' what the Department would look like if it was performing as an excellent organisation four years from now.

The Department has a central role to play in ensuring rules that society creates are administered and enforced in a way that supports their legitimacy. Maintaining public confidence in our institutions of justice requires both institutional integrity and strong institutional performance. The Department has embraced a big opportunity to further enhance public safety by making a significant reduction in reoffending, thereby reducing the risk to further potential victims. The Department cannot deliver on these goals on its own and must collaborate with stakeholders and partner agencies across other sectors, particularly the justice and social sectors. We endorse the Lead Reviewers' exhortation to the Department to be proactive in communicating what it is doing to improve public safety through reduced reoffending and the substantial benefits that can thereby arise, while ensuring sentence compliance and the management of risks to public safety.

There are areas where we, as central agencies working together, need to support the Department. These include working with other justice sector agencies to collectively achieve the Government's Better Public Services results of reducing reoffending and reducing crime and supporting the Department's organisational development programme, including implementing changes arising from prison configuration, the establishment of a public-private partnership at Wiri and the National Office restructure.

Iain Rennie
State Services Commissioner

Gabriel Makhoul
Secretary to the Treasury

Andrew Kibblewhite
Chief Executive, Department of the
Prime Minister and Cabinet

SUMMARY OF RATINGS

Results

GOVERNMENT PRIORITIES	RATING
Reducing reoffending	

CORE BUSINESS	RATING (EFFECTIVENESS)	RATING (EFFICIENCY)
Prison-based custodial services		
Sentences and orders served in the community		
Rehabilitation and reintegration services		
Information and administration services to the Judiciary and New Zealand Parole Board		
Policy advice and Ministerial services		
Management of third party custodial services		
	RATING	
Regulatory impact		

Rating System

 Strong	 Well placed	 Needing development	 Weak	 Unable to rate/not rated
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Organisational Management

LEADERSHIP, DIRECTION AND DELIVERY	RATING
Vision, Strategy & Purpose	
Leadership & Governance	
Culture & Values	
Structure, Roles and Responsibilities	
Review	

EXTERNAL RELATIONSHIPS	RATING
Engagement with the Minister(s)	
Sector Contribution	
Collaboration & Partnerships with Stakeholders	
Experiences of the Public	

PEOPLE DEVELOPMENT	RATING
Leadership & Workforce Development	
Management of People Performance	
Engagement with Staff	

FINANCIAL AND RESOURCE MANAGEMENT	RATING
Asset Management	
Information Management	
Efficiency	
Financial Management	
Risk Management	

Rating System

 Strong	 Well placed	 Needing development	 Weak	 Unable to rate/not rated
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AGENCY CONTEXT

On any given day the Department of Corrections (the Department) manages more than 8,500 prisoners throughout the country and more than 40,000 offenders serving sentences and orders in the community.

Department staff provide approximately 60,000 reports on offenders to the courts to assist in sentencing decisions, and 8,000 reports to the New Zealand Parole Board to help the Board decide whether a prisoner should be released and under what conditions. The Department also provides prisoner education and employment programmes, and a range of rehabilitation and reintegration services to offenders designed to address the causes of reoffending.

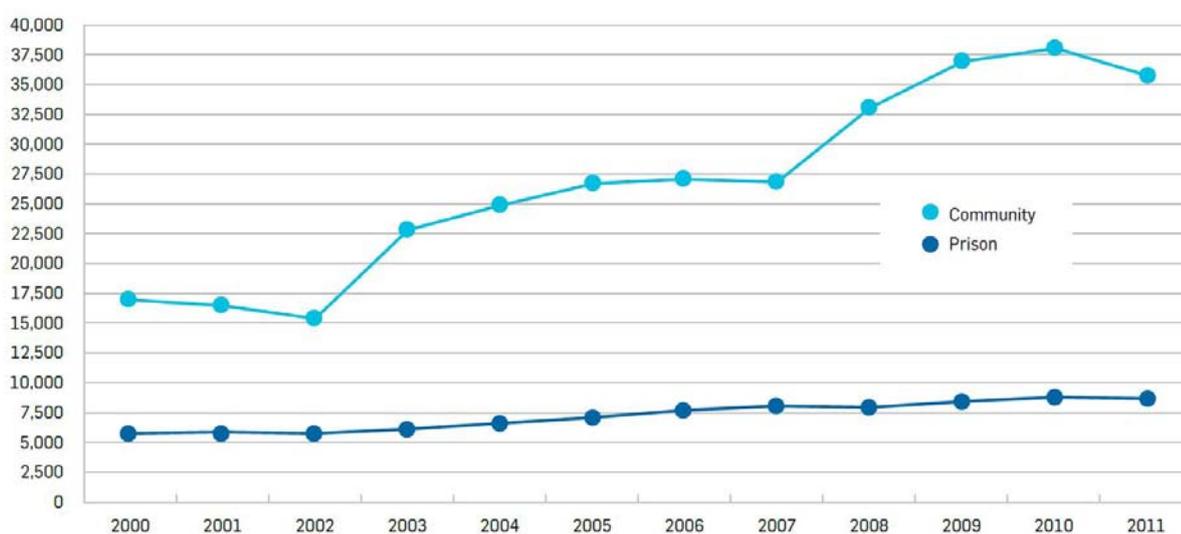
Creating Lasting Change, the Department's 2011-15 strategy, states its four priorities:

- public safety – ensuring offenders complete sentences and orders and are held to account if they don't – the Department's bottom line
- reducing reoffending – the Department's ultimate goal
- better public value – to achieve more with its funding
- leadership – across the public service and community to achieve its goals and those of the community it serves.

The strategy emphasises the need to achieve greater success with Māori offenders, particularly in reducing reoffending.

Volumes of offenders managed by the Department increased significantly over the last decade as summarised in the table below.

Snapshot of prisoners and community offenders



Department data indicates the prison population appears to have peaked and is expected to decline gradually over the next ten years, while the number of people on community sentences and orders are forecast to stabilise.

The Department is responsible for 19 prisons. One, the Mount Eden Correctional Facility, is contract managed. A public-private partnership for a new prison at Wiri is also being progressed at present with a preferred provider selected.

The Department of Corrections is the second largest core government department with approximately 8,000 staff. Its Vote for 2011/12 is \$1.2 billion of which 64% is spent on custodial services (prisons), 17% on community-based sentences and orders (Community Probation) and 11% on rehabilitation and reintegration. The Department also manages assets valued at \$2.5 billion, including 19 prisons and 140 probation centres nationwide.

The Corrections Act 2004, which provides the legal framework for managing and operating prisons, is administered by the Department. It also administers two Acts jointly with the Ministry of Justice – the Parole Act 2002, which covers parole, release dates, home detention and recall applications, and the Sentencing Act 2002, which covers sentencing principles and processes, and the range of sentences available to the courts, and provides for the interests of victims of crimes.

RESULTS SECTION

Part One: Delivery of Government Priorities

This section reviews the agency’s current ability to deliver on its strategic priorities agreed with the Government. It is based on the completeness of the agency’s plans, the stage at which the priority is at and the capability and capacity of the agency to deliver on the priority. This Review is also informed by consideration of identified risks.

<p>Reducing reoffending</p> <p>The priority is to deliver a substantial reduction in reoffending over the next three to five years: how well is the Department placed at this point to deliver this goal?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>The Department has responded proactively and ambitiously to the Government’s priority on reducing reoffending. It recommended the 25% reduction in reoffending target that the justice sector has embraced and the Government has now adopted. It is able to take on this demanding challenge because it has made considerable progress in ensuring sentence and order compliance, in making changes in the Community Probation Service (CPS) operating model and in increasing its rehabilitation capacity.</p> <p>Reoffending has remained stubbornly high and reducing it will require significant innovation across the Department’s core business, as well as requiring it to be more open and outward looking and to work more (and more effectively) with other public and private organisations. However, innovation is not new to the Department, as evidenced by its exemplary approach to the management of third-party custodial services.</p> <p>The Lead Reviewers’ View section of this Report identifies nine factors we think the Department needs to address in order to deliver a substantial reduction in reoffending. Management has already identified the need to make progress on most of them. Success requires adopting a different approach to the way the Department thinks about ‘what works’ as well as requiring changes to some deep-seated practices, the operating model in prisons, the way the different units in the Department work together and work with others, and to the way the Department manages its people. The leadership team has developed plans for addressing areas where capability and capacity need to be built.</p> <p>It is still early days, so our assessment needs to be based on our view of the Department’s likelihood of success based on what we have seen during this Review. We are impressed by the focus of the leadership and the heartfelt commitment of so many of the staff to reducing reoffending. They want to make a difference and a 25% reduction in reoffending means 18,500 fewer victims. The new leadership has set the right course and brings a real determination and focus to delivering for New Zealanders.</p> <p>This is a team that you would back to win.</p>

RESULTS SECTION

Part Two: Delivery of Core Business

This section reviews the agency’s effectiveness and efficiency in delivering its core business. The report is based on a judgement about the current performance of the agency and the trend that they have demonstrated over the last 3 – 4 years.

<p>Prison-based custodial services Provision of custodial services for remand prisoners (those awaiting trial sentencing) and sentenced prisoners.</p>	
<p>PERFORMANCE RATING</p> <p>Effectiveness</p>  <p>Efficiency</p> 	<p>Performance Rating (Effectiveness): Well placed Performance Rating (Efficiency): Well placed</p> <p>This area of core business covers the provision of services for remand prisoners (those waiting trial or sentencing) and sentenced prisoners. Given that ‘rehabilitation and reintegration’ is addressed below, this assessment is only based on the safety and security aspects of prison performance.</p> <p>The effectiveness of the safety and security dimensions of Prison Services (PS) has increased significantly over the last decade. Serious assaults on staff and other prisoners have been reduced; escapes have been reduced to an all-time low; and fewer prisoners than ever are using drugs in prison. In terms of performance against budget standard in 2010/11:</p> <ul style="list-style-type: none"> • for remand prisoners, the standard was exceeded for the rate of self-harm threat-to-life incidents; met for rate of escapes; and not met for rates of serious assaults (on both prisoners and staff) and unnatural deaths • for sentenced prisoners, performance is better on escapes, assaults on staff and unnatural deaths, although prisoner-on-prisoner assaults still did not meet the budget standard • performance on health assessments, drug testing and call monitoring generally met budget standards. <p>For most of the key metrics, like prisoner escapes, prisoner suicides and prisoner-on-prisoner assaults, PS compares favourably with international benchmarks.</p> <p>These are good results and reflect the effectiveness of the PS operating model in managing the fundamental security and safety dimensions of the job. However, sentence compliance is only one dimension of public safety. Given that most prisoners will eventually be released back into the community, reducing reoffending is also a key public safety issue. The next challenge is to maintain these standards while changing the operating model to be more effective at reducing reoffending.</p> <p style="text-align: right;">contd...</p>

	<p>Total cost per prisoner per day compares favourably with Australian comparators. On a fully absorbed cost basis the average cost per prisoner per year is about \$90,000. The average of variable costs – which vary with number of prisoners – plus capital costs is about \$50,000 per bed, which suggests that the combination of absorbed overhead costs and costs of maintaining some capacity flexibility in the system are substantial.</p> <p>As expected, the newer and larger facilities tend to have lower variable costs and higher capital costs. As the prison estate moves to newer and larger prisons, variable costs per prisoner will decrease. Although the variation in variable costs is relatively small on a like-for-like basis the larger variation on capital costs (capital charge, interest and depreciation) are largely sunk. The proposed new men’s prison at Wiri is expected to have lower operating costs than the best public sector comparator, although the difference is not large and the substantial gains from this partnership are expected to come from increased innovation and lower fiscal risk to the Crown. All this suggests that the operating efficiency of custodial services ‘on-the-ground’ is reasonably good.</p>
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<p>Sentences and orders served in the community Management and delivery of sentences and orders served in the community.</p>

<p>PERFORMANCE RATING</p> <p>Effectiveness</p>  <p>Efficiency</p> 	<p>Performance Rating (Effectiveness): Well placed Performance Rating (Efficiency): Well placed</p> <p>About three years ago Community Probation Services (CPS) initiated a shift from an overly rules-bound and compliance-focused operating model to one that combines a limited number of mandatory standards to ensure sentence compliance, with wider discretion to respond to individual offenders, within a supported decision-making framework and using a new dynamic risk assessment tool. Staff are typically committed and strongly aligned to the purpose.</p> <p>Staff compliance with mandatory standards for parole sits at 98% nationally as at February 2012, up from 56% in September 2008. This is a huge improvement from 2009 when an Office of the Auditor General report concluded that the Department’s non-compliance with procedures undermined its ability to protect the public. The rate of successful completions of community-based sentences and orders is at its highest level and compares favourably with Australian states. League tables present the performance of different sites in their compliance with the mandatory standards.</p> <p>Successful completion of sentences has increased across all categories and now stands at above 80% on all but intensive supervision and about 90% on community work and community detention. Successful completion of orders has remained constant in recent years except in extended supervision, which improved significantly in 2010/11.</p> <p style="text-align: right;">contd...</p>
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While CPS now has a much more effective operating model, it is still in its early stages of development and the model needs to evolve and its benefits need to be fully exploited. That would include ongoing evolution and refinement of decision support and professional development and training to support more effective use of judgement to meet individual offender requirements (eg, to recognise mental health issues and provide basic counselling and referral). The next stage of development should embrace continuous innovation and learning organisation principles. The structured decision-making framework is an excellent example of this development. Some of the learnings from the move in CPS towards a more judgement-based and offender-centric approach can usefully be transferred to similar developments within prisons.

There needs to be stronger case management that is well integrated end-to-end (ie, from the early identification of offender risk through to post-sentence release, including more focus on the first few days after release). There is scope for Probation Officers to engage more within prisons to ensure continuity of case management.

Actual volumes of activity have increased considerably over recent years:

	2006/07 Actuals	2007/08 Actuals	2008/09 Actuals	2009/10 Actuals	2010/11 Actuals
Number of new sentences and orders	45,621	55,667	66,635	74,042	74,878
Average muster being managed at any one time	28,794	34,383	41,347	45,013	44,684
Throughput - total number of sentences and orders managed during the year	72,469	86,672	105,430	117,685	120,519

A significant increase in funding from \$174 million in 2009/10 to \$196 million in 2010/11 was granted to enable implementation of the Probation Service reform and to compensate for additional offender volumes. While the redesign was under way procedures were modified to free-up staff time so that they had capacity to deal with increased volumes. This redesign included team reconfiguration, streamlining key timeframes, modifying the resource allocation system and a full round of staff consultation to identify ways of streamlining procedures to manage increased volumes. Resources were redeployed around the country to ensure distribution was equitable to deal with the differences in volumes in different parts of the country.

The increase in the 2011/12 CPS budget allocation was less than a CPI adjusted 2010/11 allocation. The Department has committed to operating within baseline budget through to 2019/20, and to delivering more, to a higher standard. Continuing value innovation in regard to the operating model, systems and processes should yield further cost savings and the Department stands to benefit from the forecast reduction in offender volumes. This should yield funds to enable reinvestment in the objective of reducing reoffending.

The Department is now delivering to expectations in this area with examples of innovative performance. Enhancements are already under way to contribute towards the 25% reduction in reoffending target.

Rehabilitation and reintegration services
 Provision of prisoner education, prisoner employment, rehabilitative programmes, reintegration services and psychological services designed to address causes of reoffending.

<p>PERFORMANCE RATING</p>	<p>Performance Rating (Effectiveness): Needing development Performance Rating (Efficiency): Needing development</p>
<p>Effectiveness</p>  <p>Efficiency</p> 	<p>Over the last two years there has been a substantial increase in the numbers of prisoners in drug and alcohol treatment programmes and in education and training programmes; with a substantial increase in the number of National Qualifications Framework credits and National Certificates achieved.</p> <p>In terms of performance against budget standard in 2010/11:</p> <ul style="list-style-type: none"> • Education: the standard was met for prisoners starting education programmes. • Employment: the standard was exceeded for National Qualifications Framework credits achieved but not met for the number of prisoners employed while on sentence, although those who were employed achieved the targeted work hours. • Rehabilitation: overall, slightly fewer offenders successfully completed a rehabilitation programme than was targeted and churn was higher than anticipated (which suggests that targeting was less successful – and cost per completed programme higher – than implied by the targets). • Re-integrative services: more than targeted numbers of prisoners successfully completed a reintegration programme although, again, churn was higher than anticipated. Slightly fewer than the targeted numbers of offenders participated in either Supported Accommodation Service or started a programme in Community Residential Care (although total numbers are relatively small). Significantly more psychological consultation hours were provided in Community Residential Care. More hours were provided to fewer prisoners than targeted by Prisoners Aid. • Psychological Services met its targets for consultation hours and reports provided to standard. <p>While performance is generally adequate in terms of the standards required of the Department, these are activity measures and tell us very little about the effectiveness of reintegration activities: eg, the numbers of prisoners who are suitably housed, who actually get and keep a job and, ultimately, who do not re-enter the criminal justice system.</p> <p style="text-align: right;">contd...</p>

	<p>While rehabilitation services are well developed, the Department needs:</p> <ul style="list-style-type: none"> • a greater focus on maintaining offenders integration in the community to help stop them ‘graduating’ to prison (ie, while under the supervision of CPS serving community-based sentences) • a more coherent approach to the design and delivery of reintegration services. This will require much stronger relationships with social agencies like Housing New Zealand, WINZ and Health, as well as more effective contracting with private and community-based providers. For example, while Corrections Inmate Employment (CIE) provides training and education to offenders, this needs to be better matched to the available jobs with a more systematic approach to placement through WINZ, community-based providers and directly with employers. <p>Achieving these changes will require addressing almost all of the factors identified in the Lead Reviewers’ View as critical: a broader intervention approach; better targeting and more dynamic risk classification; better end-to-end offender-centric case management; a more integrated approach to rehabilitation and integration services across the Department; and more effective partnering with other social sector agencies and with private providers. In short, substantial development is needed. The leadership team recognises these issues and has plans (or is developing plans) to address them.</p> <p>There are no published efficiency measures for rehabilitation and reintegration services, although the Department has recently reviewed the cost effectiveness of RRS programmes and CIE. That review suggested the rehabilitation programmes were generally reasonably cost-effective, especially so when seen in the light of the total social cost of crime. The employment programmes needed to be linked to outside employment opportunities to be cost-effective and cost-effectiveness of the land-based employment was undermined by the relatively high cost of the Department’s ownership of forests and farms.</p>
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<p>Information and administrative services to the Judiciary and New Zealand Parole Board</p> <p>Provision of information about offenders to victims of crime, the Judiciary and the New Zealand Parole Board, and the provision of administrative, financial and secretariat services to the New Zealand Parole Board.</p>	
<p>PERFORMANCE RATING</p> <p>Effectiveness</p>  <p>Efficiency</p> 	<p>Performance Rating (Effectiveness): Well placed</p> <p>Performance Rating (Efficiency): Well placed</p> <p>The Department is responsible for providing advice and information to the judiciary and reports to the New Zealand Parole Board. In 2010/11 more than 66,000 reports were prepared of which 85% were probation reports to courts. All reports were provided within agreed timeframes and standards. The 2011/12 budget for these services is \$57 million.</p> <p>The Department also has a responsibility to notify eligible victims about specific events as detailed in the Victims’ Rights Act 2002 (eg, hearings, releases and other requested information related to offenders). More than 2,000 victims are on the Victim Notification Register. In 2010/11 all registered victims were notified according to the requirements and there were no proven justified complaints about notifications from registered victims.</p> <p>The Department’s administrative support to the Parole Board is seen by judges as very efficient. It performs well for the money expended in comparison with overseas jurisdictions. There is a move away from paper to laptops with secure software and an intended move to a secure website as a means of enhancing efficiency and effectiveness. A centralisation of services to Wellington was undertaken to enhance efficiency and there is use of video conferencing to save on travel and time.</p> <p>Currently, all prisoners are seen by the Parole Board as soon as they are eligible. New legislation is being considered to screen prisoners for prospects of parole based on programmes completed and progress made. This will save on hearings and reports, reduce time and stress on victims and on the prisoners’ families, and provide more incentive for prisoners to complete rehabilitation programmes. This legislation has been supported and informed by the Department.</p> <p>The Department’s psychological reports are seen as world class by the New Zealand Parole Board. Mental health reports are seen as more varied but mostly excellent. There is more work to be done to improve reports to the Parole Board from prisons. Some reports are excellent but there is too much variation. Reports from the Department are sometimes seen as patched together, with comments repeated and information not updated. The quality varies a lot. Execution of reports is variable. They are in three parts and are seen as siloed, like the Department’s structure, instead of adopting a more integrated, offender-centric approach. It is essential to the Parole Board that Corrections Officers provide the Board with any up to the moment information relating to events after the report has been completed.</p> <p style="text-align: right;">contd...</p>

	<p>The Victims of Crime Reform Bill 2011, which is currently before Parliament, will strengthen the accountability of agencies that deliver services to victims (eg, reporting annually to Parliament on services the Department provides to victims and on how complaints were resolved, and improving the efficiency of the Victims Notification System).</p> <p>Overall, this can be seen as an effective service delivering to expectations with good value for money. There is evidence of developments to enhance efficiency and to align practices towards the target of reducing reoffending.</p>
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<p>Policy advice and Ministerial services</p> <p>Provision of Ministerial services, the development of policies and provision of policy advice.</p>

<p>PERFORMANCE RATING</p> <p>Effectiveness</p>  <p>Efficiency</p> 	<p>Performance Rating (Effectiveness): Well placed</p> <p>Performance Rating (Efficiency): Well placed</p> <p>The Department provides advice and develops policies that contribute to service delivery, including policies that improve outcomes for Māori and Pacific peoples, and the development of effective criminal justice sector legislation. Services also include the development of standards, the analysis of trends in the offender population, and the evaluation of the effect of programmes to reduce reoffending.</p> <p>Strategy, Policy and Planning (SPP) is responsible for policy advice. In 2010/11 the outputs were 12 Cabinet papers, 108 reports to Ministers, 18 aides memoire and 867 written responses. A significant proportion of policy advice is devoted to supporting justice sector policy development.</p> <p>Policy related appropriations have remained stable at around \$5 million for the past eight years. The appropriations have been 10% or more under spent for each of the last six years.</p> <p>Over the last few years the Department has regularly sought external benchmarking of policy performance. The Treasury Review of Expenditure on Policy Advice 2010/11 ranked the Department 6th equal on the quality of policy advice (of the 15 agencies reviewed that year). The New Zealand Institute of Economic Research in 2009/10 assessed the quality of policy output as “reasonably typical of, if not somewhat better than, operationally focused agencies”.</p> <p>In 2010/11 all advice was provided according to the work programmes agreed with the Minister of Corrections to agreed standards and within agreed timelines. 100% of responses to Parliamentary questions were completed within five working days and 99% of responses to ministerial draft correspondence were delivered within agreed timelines. 86% of draft correspondence was signed without changes against a target of 90%.</p> <p style="text-align: right;">contd...</p>
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	<p>A review of the Parole Board’s processes to ensure they better support the victims of crime was identified as a priority for 2011/12. SPP provided valuable input into the legislation in this regard which is currently before Parliament.</p> <p>SPP will have an important role to play in research about how best to deliver the 25% reduction in reoffending. The Department will not be able to achieve this by operating on the current basis or within the current paradigm. New interventions and modes of operating will be required.</p>
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<p>Management of third-party custodial services Preparing for and managing contracts for the provision of custodial services.</p>

<p>PERFORMANCE RATING</p> <p>Effectiveness</p>  <p>Efficiency</p> 	<p>Performance Rating (Effectiveness): Strong Performance Rating (Efficiency): Strong</p> <p>This area of core business includes contract management of the Mt Eden Corrections Facility (MECF), prisoner escort and supervision services in Auckland and the Wiri public-private partnership.</p> <p>MECF is the only contract managed prison at present and only became fully operational in August 2011. The prisoners remain the responsibility of the Department. In March 2012 the Government announced the preferred party to deliver a new 960 bed men’s prison at Wiri, which is expected to be operational by 2015.</p> <p>Introducing privately managed prisons aims to improve performance across the entire prison system by introducing innovation and improving performance benchmarking, as well as reducing the Crown’s financial risk.</p> <p>The Department is closely involved with the way Serco is managing the MECF. It has been vigilant in ensuring that the private operator is addressing shortfalls in its performance and is assisting where it can. It is also looking at what it can learn from the positive changes Serco is making to the way MECF is managed. The Department has introduced a league table of prison performance that includes MECF and the 18 public prisons so that performance benchmarking is improved. While this is currently restricted to compliance and safety issues – like escapes, assaults and self-harm – the league table is being developed so that it will include success in reducing reoffending at the prison site level.</p> <p>The Department is confident it will be able to construct meaningful prison-level measures of reoffending and apply these across the entire estate. This is fundamental to aligning prison performance to the goal of reducing reoffending as well as maintaining safety and sentence compliance. The private provider at Wiri will also be assessed and rewarded on the basis of desired outcomes – including safety, security and reducing reoffending – rather than the traditional focus on activity. Moreover, the provider must share their local innovations with the Department and must improve performance as the Department’s performance improves.</p> <p style="text-align: right;">contd...</p>
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	<p>This is a world-leading approach and likely to be most effective in stimulating useful innovations and encouraging superior performance.</p> <p>It is difficult to make an assessment of the efficiency with which the Department manages third-party custodial services, although there seems to have been a relatively heavy reliance on building officials expertise combined with well targeted external advice. We would expect this to be good value-for-money, given the likely benefits associated with these initiatives.</p>
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Regulatory impact

<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well Placed</p> <p>The Corrections Act 2004 and the Corrections Regulations 2005 are the only Acts and Regulations administered solely by the Department. The Sentencing Act, Sentencing Regulations and Parole Act 2002 are administered jointly with the Ministry of Justice.</p> <p>The Department has prepared five Regulatory Impact Statements (RIS) since July 2010. It uses a range of mechanisms to ensure quality prior to the usual Officials' Committee and Cabinet Office processes including peer review, management and Executive Team review, and input from external agencies. These mechanisms are sufficient and appropriate given the small volume of RIS the Department is responsible for. RIS quality is yet to be independently assessed.</p>
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ORGANISATIONAL MANAGEMENT SECTION

Part One: Leadership, Direction and Delivery

<p>Vision, Strategy & Purpose</p> <p>How well has the agency articulated its purpose, vision and strategy to its staff and stakeholders? How well does the agency consider and plan for possible changes in its purpose or role in the foreseeable future?</p>	
<p>PERFORMANCE RATING</p> <p></p>	<p>Performance Rating: Strong</p> <p>A new strategy entitled ‘Creating Lasting Change’ was launched during the latter half of 2011. This was articulated through a clear and succinct document that was widely shared throughout the organisation.</p> <p>The purpose of the organisation is clearly stated as “improving public safety by ensuring sentence compliance and reducing reoffending through capable staff and effective partnerships”. The duality in this purpose is deliberate and appropriate. It is not a trade-off; it must be both. Increasing public safety can be achieved both by ensuring sentence compliance and by reducing reoffending.</p> <p>The core statement of “improving public safety by ensuring sentence compliance and reducing reoffending through capable staff and effective partnerships” is described as a vision, whereas this is really the purpose or mission or reason for being. Vision should be a desired future state. The vision of the future or desired future state is being articulated as “reducing reoffending by 25%”. This is a powerful and ambitious vision or challenge for the future which will have a dramatic effect on public safety and wellbeing once achieved. We believe the Department is well placed to achieve this challenge, but that it will only be achieved by conducting their work in significantly different ways.</p> <p>Priorities are explained as Public Safety, Reducing Reoffending, Better Public Value and Leadership. Public safety, reducing reoffending and better public value are ends, whereas leadership, capable staff and effective partnerships are means to achieve those ends.</p> <p>‘Creating Lasting Change’ explains the Departments values as “professionalism, responsiveness, integrity, diversity, effectiveness and efficiency”. Core beliefs or culture include “to succeed overall we must succeed with Māori offenders, we are accountable, we make a difference, we achieve more by working together, we take new approaches to get better outcomes”. These values and beliefs or principles are widely shared around the organisation but earlier versions of vision/values statements are also readily visible. This should be tidied up.</p> <p style="text-align: right;">contd...</p>

	<p>Strategy should be the means by which the key priorities of public safety, reducing reoffending and better public value will be achieved. The articulation of the strategy is clear in ‘Creating Lasting Change’. The elements of this are operating as one team in everything that we do, placing offenders at the centre of our effort and victims at the centre of our concern. These are entirely appropriate. We think that better matching interventions to offenders (including dynamic risk analysis) should be elevated to core strategy because that is so central to the value the Department creates. This is more fully explained in the Lead Reviewers’ View.</p> <p>‘Creating Lasting Change’ emphasises leadership as a strategic priority and explains the importance of “leading across the public service and within the community sector, a programme of change that achieves our goals and those of the communities that we serve”. The strategy commits to “we will partner with others to achieve better outcomes for communities and offenders”. We strongly endorse the strategic importance of partnering and relationship contracting to the achievement of the objectives. We believe this should extend explicitly to building capability and capacity in support and treatment services where insufficient exists. The strategy should also embrace partnering within the justice sector to deliver shared outcomes.</p> <p>Each of the operating groups has developed its strategy aligned to the Department’s purpose, priorities, values and beliefs. There is strategic alignment throughout the Department and the Executive Team is aligned to the purpose and vision. There is widespread understanding of the main principles of the purpose, vision and strategy throughout the organisation as well as amongst the key stakeholders. This is one of the more effective purpose and strategy development roll-outs we have seen. The next step is to ensure all these elements are embedded throughout all the organisation’s practices.</p> <p>There are robust foresight processes in place to consider and plan for future events and trends. Environmental scans explore relevant areas, for example, social, demographic, crime and offending, economic, political and technology and this informs planning. For example, careful capacity planning has gone into considering the redesign of the prison system. As a consequence, the process of closing identified prisons and designing new capacity at Wiri was smoothly accomplished and implemented during 2011/12.</p> <p>There is a need to emphasise the linkage of foresight and strategy with the justice sector and with other key partner agencies such as CYF.</p> <p>The bold vision and strategy that has been developed and the way that this has been shared and embraced around the organisation is exemplary for the public sector. This is an area which the State Services Commission has noted requires system-wide enhancement.</p>
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Leadership & Governance How well does the senior team provide collective leadership and direction to the agency?	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well Placed</p> <p>The Department has elevated leadership to one of four strategic priorities. The two elements of this priority are ‘partnering with others’, and ‘prioritising the professional development and safety of our frontline staff’.</p> <p>Specific tactics include:</p> <ul style="list-style-type: none"> • working more effectively with Police to improve joint strategies for managing high-risk offenders • intensifying work with health services to ensure offenders are managed effectively when they present with long-term illnesses and significant mental health concerns • improving information sharing with Child Youth and Family, integrating efforts to reduce offending among young people • integrating the Department’s leadership efforts regionally to provide a ‘One Team’ approach for members of the community when they work with the Department • actively engaging with non government organisations (NGOs) that are able to provide support services and treatment services for at-risk offenders • improving the support the Department provides to the New Zealand Parole Board and the information it has available to make decisions about high-risk prisoners • more effectively engaging with victim support networks to improve communication about the Department’s management of prisoners and offenders in the community • proactively engaging with iwi/Māori leadership in the search for solutions for Māori offenders • sponsoring an emerging leaders group of 20 staff each year whose development is fast tracked • ensuring every frontline staff member is able to participate in training that increases their knowledge, confidence and performance on the job • delivering a training curriculum with a common induction component that provides a roadmap of continuous development and learning for all Department staff • reinforcing a consistent approach to staff safety, and continuously improving ways of working safely with offenders • addressing the needs of the Department’s Christchurch-based staff, building on initiatives like ‘Give Your Mates a Day’ and the Christchurch staff welfare plan <p style="text-align: right;">contd...</p>

	<ul style="list-style-type: none"> • rewarding effort and achievement and celebrating outcomes the Department achieves • delivering additional Amohia Ai development programmes each year for Māori staff across the Department who are displaying leadership potential • introducing a new uniform for Corrections Officers that lifts the professional presentation of staff. <p>We applaud the appropriateness of these tactics whilst noting the significant work that will be required to ensure their delivery.</p> <p>The Executive Team has appropriate representation from the key organisation groupings. The current groupings may tend to reinforce operation in vertical silos which has characterised the organisation in the past. We understand this may be addressed as part of a forthcoming review of the organisation structure. Some aspects of the organisation design of tier three leadership and below, in particular a disproportionately large number of levels in the hierarchy, may impede effective communication and leadership from the Executive Team.</p> <p>Executive Team members demonstrate a strong commitment to the purpose, vision and values and visibly model this to their staff. The Executive Team is able to move confidently and quickly to address issues. For example, the response to the Christchurch earthquakes demonstrated agility and ability to rapidly mobilise core competencies and strengths to respond to the large scale, complex and challenging situation. The spirit of cooperation and compassion demonstrated during this tragedy led to more effective and innovative ways of working together and sharing services.</p> <p>The Executive Team use their weekly meetings and various committees to take a whole-of-Department approach to discuss, debate and agree actions towards agreed objectives. ‘Governance groups’ focus on particular functions, including IT, finance and organisation development, and meet regularly to ensure a co-creation approach to policy and practice development. An audit committee has been established.</p> <p>The organisation can take pride in the fact that stakeholders and ministers commented positively about the growing strength and positivity of the leadership of the organisation. There appears to be growing confidence both in the strategic direction and in the ability of the team to deliver on objectives. There is regular and upbeat communication from the Chief Executive and the Executive Team about the direction of the Department.</p> <p>The staff engagement survey conducted in September 2011 revealed a low score in regards to ‘confidence in leadership’ relative to benchmarks of 55.7%. There is potential to enhance the shared inspirational leadership potential of the group to ensure that staff remain engaged both rationally and emotionally with the purpose and vision of the organisation.</p>
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<p>Culture & Values</p> <p>How well does the agency develop and promote the organisational culture, behaviours and values it needs to support its strategic direction?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Needing development</p> <p>‘Creating Lasting Change’ explains the Department’s values as “professionalism, responsiveness, integrity, diversity, effectiveness and efficiency”. The Department’s culture is summarised in four key elements: “we are accountable, we make a difference, we achieve more by working together, we take new approaches to get better outcomes”. Collectively, this is known as ‘Our Way’. These values and beliefs or principles are widely shared around the organisation but earlier versions of values statements are also readily visible. Leadership has been elevated to one of four key strategic priorities and this also includes significant commitment to culture development, described in the prior section.</p> <p>The Department PIF self-review explains that “a key component of making the culture tangible for staff is visible leadership from the Chief Executive role-modelling our values across the organisation”. This is an essential element of culture development that should be supported by the Executive Team and third and subsequent tier leaders and managers throughout the organisation.</p> <p>The staff engagement survey ‘Your Say’ conducted in September 2011, highlighted a range of areas for improvement. We have commented on these extensively in the Lead Reviewers’ View. The Department has developed a comprehensive plan to share the results, understand the root causes of disengagement and then, in close consultation with staff, to develop an action plan to address these causes. The response is appropriate and well thought through. We think that there is need to pick up the pace and momentum of sharing the results and addressing the underlying causation.</p> <p>The Department self-review explains that “The different groups and services have their own strong identities and we are moving forward to merge organisation silos to embed a culture of collaboration. This will help us to work together as ‘one team’ to make further gains toward reducing reoffending. While it is expected we will retain our unique service identities at the frontline, greater integration will be achieved between them under our organisation alignment. This will further support the desired culture by improving leadership line-of-sight and producing a more collaborative, focused team”.</p> <p style="text-align: right;">contd...</p>

	<p>To be effective, structural change must be linked with strong leadership; shared purpose, objectives and values; aligned policies, systems and practices; and shared information and organisation learning systems. If these latter factors are all effective most structures can be made to work effectively. If they are not effective, structural change can actually inhibit positive culture development. We are therefore pleased to note that a range of parallel projects are under way to inspire positive culture development. For example, 'The Right Track' active offender-centric management programme, the Integrated Practice Framework learning portal and Strengthening Integrity are a few of the current initiatives that will help to improve culture and staff work practices.</p> <p>Many staff are passionately committed to the purpose and culture of the organisation and in particular to helping make a difference in people's lives. We believe the biggest enhancement of culture will be derived from more effective and consistent management performance and in the universal implementation of professional goal setting and regular feedback mechanisms.</p>
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<p>Structure, Roles and Responsibilities</p> <p>How well does the agency ensure that its organisational planning, systems, structures and practices support delivery of government priorities and core business?</p> <p>How well does the agency ensure that it has clear roles, responsibilities and accountabilities throughout the agency and sector?</p>	
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<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Needing development</p> <p>The current organisation design provides for effective delivery of frontline services in a manner consistent with existing government priorities. However, it may not be adequate to equip the organisation for the radical 25% decrease in reoffending that has been targeted as a basis for a dramatic increase in public safety.</p> <p>The number of levels in the hierarchy may be workable in a rules and compliance-based culture but there are too many levels for effective and agile communication as the organisation embraces a more innovative and judgement-based approach to its work. In particular, we believe the regional management structure can be simplified. There is also a need for clarification of the roles of Principal Corrections Officers and Senior Corrections Officers in the light of the relatively new Residential Manager role.</p> <p style="text-align: right;">contd...</p>
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The introduction of the Rehabilitation and Reintegration group about two years ago was a valuable addition to the organisation design from the perspective of creating focus on these areas but is less strategically well aligned now that the Department has elevated enhancing public safety by reducing reoffending as a top strategic priority. Reducing reoffending is now everybody's job. A way needs to be found of designing a structure that ensures end-to-end case management through each stage of an offender's experience with the Department. We recognise the need for the specialist development of treatment interventions and the process and practice of integration with the community but the introduction of the case manager offender engagement role separate from Case Officers and Probation Officers may constitute an additional layer of complexity that inhibits rather than contributes to an offender-centric approach. We realise there is no simple answer to this and that there may be several solutions to implementing the key principles of end-to-end and offender-centric case management.

We are aware that a structural realignment is about to be proposed that may address these structural issues.

The introduction of the ambitious 25% reduction in reoffending objective will necessitate a significant shift in the Department's policies, systems and practices in a way that has been well traversed in the Lead Reviewers' View. The Department recognises this and has already embarked on necessary steps towards their development.

There are well defined delegations, and job descriptions outline accountabilities, functional internal and external relationships and responsibilities and alignment to strategy and objectives. All frontline operational roles are defined at an individual staff level with job expectations and accountabilities clearly documented. The problem is that these accountabilities are not consistently and regularly monitored through effective performance management throughout the organisation.

<p>Review</p> <p>How well does the agency monitor, measure, and review its policies, programmes and services to make sure that it is delivering its intended results?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>There are a range of robust internal monitoring, measurement and review mechanisms in operation across the Department’s services. These include programme evaluations, internal audit reviews and special reviews. The Executive Team reviews performance against ‘Creating Lasting Change’ priorities on a weekly basis.</p> <p>A major Expenditure Review was conducted during 2011/12 and is about to report. This is a value-for-money type initiative that covered most areas of the Department with a view to addressing cost pressures over the next four years and generating sufficient surplus to reinvest in the Department’s strategic objectives. As well as leading to efficiencies and cost savings the review also generated a number of ideas to enhance the effectiveness of services.</p> <p>The Chief Executive and Executive Team are very performance focused. Transparency of performance has recently started to be reflected in service-wide league tables, which enable risks and opportunities to be identified early and acted upon. This needs to be expanded to cover the impact on reoffending, as well as safety and security.</p> <p>There is a move towards outcome-based contracting with providers (such as with Serco at Mount Eden and the new Wiri contract). Outcome-based contracting will enable more effective review aligned to strategic priorities. We believe that aspects of the outcome-based contracting approach being developed in custodial contracts can be extended to providers of other services, and that the principles embedded in these contracts may be used to develop key performance indicators within the Department’s core services.</p> <p>A wide range of operational review tools are employed. These include the Recidivism Index, relative impact of programmes and reviews of risk through the RoC*RoI and DRAOR tools.</p> <p>Paul Gendreau undertook a review of the Department’s rehabilitation programmes in January 2012. The review was positive and noted that “the Department is well versed in evidence-based practices within the field of corrections”. The report noted some significant issues remain to be addressed. These are: the creation of additional training opportunities for staff who are directly involved in service delivery, revising current RRS risk assessment protocols to incorporate dynamic risk (and engaging in other strategies for evaluating the effectiveness of offender programmes) and establishing robust governance mechanisms to support university linkages. A plan for implementing these recommendations is being actioned.</p> <p style="text-align: right;">contd...</p>

	<p>Prison Inspectors are Department staff who have statutory responsibilities for investigating complaints or sentinel events as well as appropriate care of prisoners. There are seven Inspectors plus a Chief Inspector. They are a first step in the complaints process that may ultimately end up with the Ombudsman. As well as considering complaints, they undertake spot checks and investigate incidents of death or serious harm in custody. Their report would go to the coroner. In addition to their statutory functions there may be opportunities for prison inspectors to contribute to the reducing reoffending objective by sharing advice and insights in this regard between prisons. Consideration could be given to whether independent reporting, for example to a former judge, could enhance confidence.</p> <p>Benchmarking performance against other jurisdictions, for example, Australia and Scotland, is regularly undertaken and the insights derived are acted upon.</p> <p>There would be benefit in the development of a model of performance review mechanisms. This should be aligned to purpose and priorities and be designed to integrate, connect and render accessible the wide range of reviews and reports that are conducted. Qualitative data and human interest stories and case studies should be included to enrich understanding of the work undertaken by the Department.</p>
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ORGANISATIONAL MANAGEMENT SECTION

Part Two: External Relationships

<p>Engagement with the Minister(s) How well does the agency provide advice and services to its Minister(s).</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Strong</p> <p>The Department has one Vote and supports two Ministers: the Minister of Corrections and the Associate Minister.</p> <p>The Department is seen to have made significant progress over the last three years, with safety and security issues now well managed. It is well led, clearly focused on the objectives the Government has set and willing to set ambitious goals for itself in support of those objectives.</p> <p>The Department is attuned to the need to work constructively with the agencies within the criminal justice sector, to help resolve those issues that should be resolved at official level and to increasingly provide Ministers with choices that have taken into account the sector-wide implications (eg, in the sector’s four-year budget plan).</p> <p>The Department is increasingly confident and open in managing potentially difficult issues. It has been proactive in addressing the fiscal challenge Ministers have put in front of it and in addressing the substantive issues involved in private prison management. Proactive and effective management of the sensitive issues around the recent prison closure announcements will also have helped build ministerial confidence in the Department’s ability to execute difficult changes.</p>
<p>Sector Contribution How well does the agency provide leadership to, and/or support the leadership of other agencies in the sector?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>The Department is part of the justice sector: the Police, Ministry of Justice (including Courts), Crown Law Office and Serious Fraud Office. The Government has tasked the sector with delivering a reduction in crime – including youth and violent crime – and in reoffending and to do that with a collective fixed expenditure baseline.</p> <p style="text-align: right;">contd...</p>

	<p>The Chief Executive of the Department is a member of the Justice Sector Leadership Board formed in October last year. The Department is making an important contribution to the success of the sector. For example, it has contributed to the joint budget plan and workforce strategies, the justice sector sustainability programme and is currently working through a number of joint initiatives called 'Joining Forces' (eg, intelligence, court security, prisoner transport, shared facilities, video links for courts, procurement and combined training opportunities).</p> <p>While all this has some way to go and challenges remain, the Department has demonstrated a willingness to act constructively and play its part. While much has been achieved with goodwill, effective collaboration is critical to success and the Lead Reviewer's View suggests more needs to be done at the sector level to ensure collaboration is strengthened and sustained. Further developments are likely to require greater clarity about collective expectations and responsibilities for outcomes, as well as stronger mechanisms for effective collective action.</p>
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Collaboration & Partnerships with Stakeholders
 How well does the agency generate common ownership and genuine collaboration on strategy and service delivery with stakeholders and the public?

<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Needing development</p> <p>The Department is developing a strong capability to manage third-party custodial services and has well developed capability in contracting for custodial outcomes. However, its relationship with many community-based providers (including iwi and NGOs) is still very transactional and needs to become more relationship-based and focused on building mutual capability and delivering the outcomes the Department is looking for, rather than simply supplying capacity (eg, beds) or activity (eg, programmes). This then needs to be applied more consistently across the Department.</p> <p>A more coherent approach to the design and delivery of integration and reintegration services would be helpful. For example, while CIE provides training and education to offenders this needs to be better matched to the available jobs, with a more systematic approach to placement through WINZ, community-based providers and directly with employers.</p> <p>The Department does not have a coordinated approach to indentifying and partnering, especially when it would be better to identify and build capacity and capability in new partners and providers, rather than default to existing or past providers or own service delivery. While there are a range of relationships with iwi, more work needs to be done to convert these into useful partnerships that will help the Department improve offender integration into the community.</p>
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Experiences of the Public How well does the agency meet the public’s expectations of service quality and trust?	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Needing development</p> <p>Research New Zealand’s <i>Public Trust and Confidence Poll</i> suggests that about 70% of respondents are ‘reasonably knowledgeable’ about the Department and that full trust and confidence in the Department has risen reasonably steadily from 2008 and is starting to stabilise at about 65%.</p> <p>The Department does not have a direct relationship with the public and operates in an area that often attracts intense public interest and comment from groups with divergent views of crime and punishment. Sentinel events, such as escapes or deaths in custody, attract a lot of publicity and review. These polarised views are a challenge to the Department in relation to measuring the level of public trust and confidence. Some sections of the public may focus on punishment to the exclusion of creating lasting change in offenders and be influenced by drivers outside of the Department’s direct control eg, sentencing decisions.</p> <p>Improving the level of public trust and confidence in the Department and its mission is important to enlisting community support for reducing reoffending. Such support would help ensure the inevitable sentinel event does not trigger a disproportionate short-term reaction that undermines the longer-term focus on reducing reoffending.</p> <p>The Department recognises the importance of this issue and of understanding the public’s expectations. While it engages in a wide range of initiatives to tell its story, it also recognises the need to approach this in a more systematic and proactive way. Demonstrating the value of reduced reoffending and the impact its initiatives (and those of its partners) can have in achieving this goal is paramount. That should help reduce the extent and degree of polarisation in the community around these issues.</p> <p>The Department understands the importance of strengthening public understanding of, and confidence in, its approach to the management of safety and security issues. It recognises that it needs to further develop its engagement with the communities it serves, including the wider public, and has defined activities to do that. The effectiveness of these activities will only be fully tested in the aftermath of a sentinel event.</p> <p>The Department is working closely with its sector partners to define how it measures public and user perceptions of the quality of its service delivery. It is also developing a framework for regular consultation with its stakeholders in order to further improve the Department’s capacity for performance monitoring. The proposed framework would integrate a wide range of stakeholder reviews, including stakeholders currently not regularly consulted, on an annual basis.</p>

ORGANISATIONAL MANAGEMENT SECTION

Part Three: People Development

<p>Leadership & Workforce Development</p> <p>How well does the agency develop its workforce (including its leadership)?</p> <p>How well does the agency anticipate and respond to future capability requirements?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well Placed</p> <p>Well structured training programmes are in place for frontline staff, leaders and specialist staff groups. Development pathways are well established for all frontline roles including Corrections Officers, Probation Officers, Programme Facilitators, Case Managers and Psychologists. The Department is a Government Training Establishment and delivers a unit standard-based qualification (the National Certificate in Offender Management) up to Level 5, under the auspices of the New Zealand Qualifications Authority.</p> <p>Frontline training programmes to enhance safety and performance are developed and provided. For example, a Tactical Communications Course provides a structured approach for managing difficult prisoners.</p> <p>Leadership development is a key focus with development designed around a Corrections Leadership framework. A suite of management development programmes and resources are available for all leaders. This includes an Emerging Leaders programme, Amohia Ai mentoring programme for future Māori leaders, and talent and succession planning for tier-two to tier-five managers.</p> <p>Performance development plans are undertaken each year to ensure staff have opportunities to address their professional development needs. This tool is still being properly embedded and there are inconsistencies in its successful application across the organisation. The implementation of the four-year Workforce Strategy supports the achievement of longer-term organisation goals and will strengthen the existing capability framework. There is a need to ensure that the plans are aligned with the Department’s purpose, vision, values and culture.</p> <p style="text-align: right;">contd...</p>

	<p>The introduction of the Integrated Practice Framework in CPS has resulted in Probation Officers using more professional judgement in the management of offenders. This necessitated a review of the competencies required of a Probation Officer. There was a shared concern amongst new Probation Officers about their initial training programme which can, perhaps, be shorter and better matched with workload. There needs to be clearer definition of what is best taught in the classroom and what is best learnt on the job. Some newly appointed Probation Officers experienced an unhelpful gap between when they started and when they were able to start training; in the interim there wasn't much they could do because of competency requirements for engagement with offenders. On the other hand for others high workload requirements during the training period made it difficult for them to effectively engage with the training.</p> <p>The introduction of Case Management led to Sentence Planners having to change their operating model with more focus on rehabilitation and reintegration as well as ensuring sentence integrity. This transition appeared to us to be at an early stage with some Case Management reports being anchored back in sentence planning methodology. It is essential that when new operating models and procedures are put in place that the necessary systems and training follows to ensure old models are not perpetuated.</p> <p>A research project is underway to determine the potential of frontline staff to aid rehabilitation of offenders. The intention of the project is to develop a measure of the performance of frontline Correctional staff (both in prisons and in the community) in relation to their ability to make a positive impact on the recidivism of offenders. In particular, the communication styles of frontline staff; the content of their interactions; and how successful relationships between staff and offenders are developed, managed and maintained over time. This should contribute to the development of training and development systems and experiences for frontline staff in line with the new vision and purpose.</p> <p>We concur with the Department's observation in their PIF self-review that "there is an opportunity to focus more on a cross-departmental capability to analyse future workforce requirements and develop a coordinated and systematic Department-wide approach to plan for future workforce capability requirements and workforce risks".</p> <p>More support and training should be considered for frontline staff in regard to offenders with mental health issues. We note the Ombudsman has instigated an own motion review of mental health issues in prisons.</p> <p>Greater engagement of staff in the identification of and development of staff training needs and programmes should be embraced.</p>
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Management of People Performance

How well does the agency encourage high performance and continuous improvement among its workforce?

How well does the agency deal with poor or inadequate performance?

PERFORMANCE RATING



Performance Rating: **Needing Development**

The ‘Your Say’ staff survey showed that staff agreed the Department expects high standards of performance from staff. However, the survey revealed a low score on ‘recognition of doing a good job’, ‘celebration of success’ and ‘valuing staff contribution’. These are the most powerful ways of encouraging performance in an organisation where people are motivated by their potential to make a difference.

There are well developed performance development systems and tools available. The performance development process allows managers to agree expectations, track progress and provide feedback within a supported framework. Remuneration systems for many roles such as Corrections Officers, Probation Officers and Psychologists allow for progression through the attainment of competencies and demonstrated performance. Employees appear to feel there is an overemphasis on the competencies and would like to see greater emphasis placed on quality of performance. Performance expectations are set at the individual level whereas one of the Department’s core beliefs is that “we achieve more by working together”. The Department should consider introducing a more team based element to performance assessment to reflect this core belief.

In the next phase of development of the performance development system it will be important to ensure that the criteria are aligned with the newly introduced vision, values and purpose, especially in regard to the shared commitment to reduce reoffending.

Our conversations with a wide range of staff revealed that professional goal setting and performance development plans vary widely in their implementation, with the majority of people we spoke to reporting irregular, infrequent or no recent performance development conversations with their managers. Although the tools are available there needs to be a more consistent emphasis on performance management across the Department, with clear expectations on all managers that poor performance needs to be addressed and superior performance more clearly recognised. It should be possible to use IT-based systems both to assist managers in their people and performance role and to monitor organisation-wide compliance.

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	<p>The Department acknowledges that “while there is awareness of poor performance where it occurs and many areas operate very strong performance improvement plans where poor performance is identified, there is not a consistent approach across all parts of the Department to actively managing poor performance where it has taken place, or managing it pro-actively to prevent it from occurring”.</p> <p>Staff expect poor performance will be dealt with and are disappointed if it is not. They see that their own safety can be compromised if those around them are not performing competently.</p>
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Engagement with Staff
 How well does the agency manage its employee relations?
 How well does the agency develop and maintain a diverse, highly committed and engaged workforce?

<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Weak</p> <p>A large number of staff we met want to make a difference to offenders’ lives and are engaged with the Department’s purpose. At the same time, however, the staff survey conducted in September 2011 suggests a low level of engagement with the Department, especially amongst prison staff. It seems to us that staff view the Department as getting in the way of them doing the job they and the Department want them to do, rather than supporting them to do that job. This represents a huge opportunity to harness the commitment and talent of the Department’s own people to reduce reoffending.</p> <p>A total of 6,093 employees participated in the ‘Your Say’, The Corrections Workplace Survey 2011, representing an overall response rate of 78.3%. Compared to overall justice sector results, the Department has a slightly lower proportion of engaged staff (16.8%) and a slightly higher proportion of disengaged staff (23.2%). There is, however, a strong sense of commitment to the mission of the Department; 80% of staff indicated they intend to continue working at the Department for the next 12 months; good alignment exists between individual and organisation objectives; and staff agreed that the Department expects high standards of performance from staff.</p> <p>The areas of concern identified from the survey are:</p> <ul style="list-style-type: none"> • recognition for doing a good job, celebration of success and valuing staff contribution • communication and cooperation is lacking • honesty and integrity are valued within the Department, however, perceptions on actual practice around ethical conduct are lower • those in Prison Services are least positive and least engaged. <p style="text-align: right;">contd...</p>
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The staff engagement survey indicated that some frontline staff working in prisons are concerned that the Department remains an unsafe place to work. A number of new measures, including changes to operating procedures, physical protection and additional staff training are being considered or have been implemented to enhance safety in consultation with staff.

As at time of writing, the results of the Survey have still not been shared with all the staff nor has a plan been shared with staff on how management intends to respond to the concerns raised in the Survey. Focus groups have been used to fully understand the concerns staff raised in the Survey. Management throughout the Department has been engaged in developing a response and three priority areas have been identified and shared with staff (people management, integrity and safety). Once the results and plans have been shared, management will need to demonstrate they are committed to delivering a significant improvement in the follow up survey in November 2012.

Success will require a strong commitment to staff engagement throughout the management hierarchy. That, in turn, will require strengthening the capability and capacity of managers – including frontline managers – to address the major areas of concern identified above (including by clarifying management roles and expectations, providing the necessary management training, giving managers more scope to respond to the concerns of staff, recognising good management performance and addressing poor performance).

‘Creating Lasting Change’, the Department’s new vision, purpose, values and strategy was launched, communicated and implemented during 2011. This has been well received and is an important foundation for staff engagement.

Staff engagement will be assisted by changes to the Prison Services operating model. The model is still heavily focused on compliance. It needs to be clearer about those standards that have to be mandatory in order to ensure sentence compliance, safety of staff and effective care of offenders, with more room for supported decision-making tools to guide judgement in responding to those things that will encourage individual offenders to reduce their risk of reoffending.

The PS also has too many layers of management and not enough responsibility, accountability, training or support given to prison managers for prison management or to frontline managers for staff management. Too much is delegated upwards for resolution. Resolution of these issues will lead to greater staff engagement, as will enhancement to the regional management structure and greater clarity around the roles of Principal Corrections Officers and Senior Corrections Officers as frontline managers.

The Department has undertaken to “reorganise ourselves through our realignment of national office and regional structures, improving line of sight between senior leaders and the frontline and empowering frontline staff to take local approaches to reduce reoffending. This will in turn contribute to a more engaged and committed workforce and will support collaborative working practices”. A proposal in this regard has been prepared and was released for consultation in May.

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	<p>The Department claims to “have a very diverse workforce particularly at the frontline, enabling us to effectively interact with offenders, communities, whanau and families”. Our site visits and conversations with the leadership team endorsed this view and some statistical evidence was presented, although there is limited staff-related statistical information available in the annual report or on the Department’s website. Succeeding with Māori is a key part of the Department’s strategy.</p> <p>Engagement with unions appears to have improved in recent times and seems to be on a better footing. The Department can rightly point to considerable recent success in implementing a challenging agenda, including announcing prison closures at the same time as collective bargaining, without industrial action since 2006.</p> <p>Current levels of staff engagement are not adequate. Although there are positive developments in holding the Survey and in the follow-up focus groups, the response to the Survey is not yet well enough developed or tested with staff for us to have confidence that these plans will be sufficient to produce a significant lift in engagement. While plans are being formulated they have not yet been shared with all staff and implementation has not commenced. Perhaps more fundamentally, a lot needs to be done to develop the capability of line managers (and to give them the scope) to consistently and effectively respond to the issues raised by staff.</p>
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ORGANISATIONAL MANAGEMENT SECTION

Part Four: Financial and Resource Management

<p>Asset Management How well does the agency manage agency and Crown assets, and the agency balance sheet, to support delivery?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>The Department has an asset base of about \$2.2 billion, with about \$2 billion in land and buildings.</p> <p>The Department has recently reviewed its prison configuration and national security standards and has developed a clear view of the desirable future prison configuration, security standards and PS and CPS modernisation. It has also just completed a review of CIE, which has provided a clearer view of the relative risk and returns of its ownership of forests and farms. CPS has undertaken to review its footprint.</p> <p>The justice sector is working more collaboratively to make better use of its overall infrastructure including through the ‘Joining Forces’ project. The Department is leading sector-wide work to leverage the outsourcing experience it has gained in facilities management for the benefit of sector partners.</p> <p>The Finance Governance Committee has oversight of the annual and ten-year capital planning process to ensure that asset purchase, maintenance, replacement and disposal is properly planned, programmed, prioritised and sequenced within affordability constraints. The asset management team is responsible for property strategy, project and facilities management, working closely with an outsourced facilities management provider and an outsourced IT contract to help improve efficiency and drive innovation. The Department is clear about what it needs to do to maintain the asset quality and a seismic review of the portfolio should be completed soon.</p> <p>A Treasury-commissioned GHD Limited report found good operational level asset management practice (in part due to the well managed outsource arrangements) although the report says “... connections between operations and strategic planning could be improved ...” and gave the Department an overall asset management maturity score of 70 against a target score of 90, given the Department’s size and degree of reliance on physical assets.</p> <p>While the Department has capable asset management on the PIF assessment criteria, it would benefit from thinking more deeply about what level of dependence on physical assets is really required to support its future mode of operations. The Department is at a relatively early stage of its journey from a heavy dependence on physical assets to being a more information-driven organisation with a greater reliance on staff working closer to the community and offenders – rather than tied to physical locations – and on the effectiveness of its networks with other organisations to actually deliver services: including private custodial services.</p>

<p>Information Management</p> <p>How well does the agency utilise information & communications technologies to improve service delivery?</p>	
<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Needing development</p> <p>The fundamental organisation transformation project in which the Department is engaged across most aspects of the organisation as a consequence of the new purpose, vision and strategy necessitates a significant programme of information management development. Information technology (IT) is a key tool for transformation. This is recognised and a four-year road map has been developed to align with the offender-centric strategy and to improve efficiency.</p> <p>The IT Governance Committee monitors and reviews IT projects. It also provides the forum where business cases for future IT services are discussed and approved. The Department is kept informed of developments in IT through a monthly emailed update from the Chief Information Officer. IT is regarded as strategic and enjoys the support of the Chief Executive and Executive Team. Policies and practices are in place to protect data security.</p> <p>The core Integrated Offender Management System is effective in supporting staff to do their work but is widely regarded as being too slow and inefficient. This is well understood by management and a programme is in place to significantly enhance the speed and accessibility.</p> <p>IT has considerable potential to transform both the efficiency and effectiveness of Department performance and to contribute towards the achievement of the reduction in reoffending objective. A range of valuable innovations are in prospect including the introduction of mobile devices for field workers and the creation of Practice Centres to support judgement-based decision-making.</p> <p>Operating systems and processes vary across the Department in regard to the nature and extent of compliance. For example, the frequency and completion of goal setting and performance related feedback. The greater use of IT can embed agreed systems throughout the Department and help ensure consistency and completeness of implementation. This reduces the risk of old procedures and ways of working living on long beyond the time that they were changed.</p> <p>Audio visual communication technologies have been introduced to enhance efficiency within the parole board system. Frontline staff reported the need for easier access to IT within Courts to enhance their efficiency. There is a need for enhanced information integration and sharing with other key agencies, such as Child Youth and Family and the Police, subject to relevant privacy considerations.</p> <p style="text-align: right;">contd...</p>

	<p>There is a strong commitment from the IT group to seek advice from users as to their needs. We believe there would be value in developing and documenting a succinct Information Management Strategy aligned to the Department’s strategy. This might include a limited number of principles such as:</p> <ul style="list-style-type: none"> • alignment to the Department’s purpose, vision and operating models • an offender-centric information system • technology supporting process rather than data • ensuring compliance with mandatory standards • embedding systems and processes through the use of IT • provision of accessible and intuitive judgement support systems • rapid accessibility of the right information at the right time to maximise efficiency • availability of mobile information and support tools for frontline staff • use of advanced technology to transform offender management.
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Efficiency
 How robust are the processes in place to test for efficiency and make efficiency improvements?
 How well does the agency balance cost and quality when considering service delivery options?

<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>Reaching a judgement on overall efficiency requires balancing performance across the two questions above.</p> <p>The Department has identified improving value-for-money as one of its four priorities and is starting to make real progress. Clarity of vision, strategy and purpose means the Department is clear about what it is trying to do. Moreover, it has embraced the discipline of the four-year budget constraint, which has created a strong incentive for it to look for savings to fund necessary reinvestments. The recent expenditure review is evidence of this. That review has taken a comprehensive look at the cost effectiveness of a wide scope of activity and identified significant and durable savings.</p> <p>The Department is already planning a second stage to this process. There is good senior management oversight of new spending proposals. The outsourcing the Department has undertaken is strong enough to create a powerful incentive for innovation that should automatically drive on-going efficiencies over time in these areas. Finally, the Department also compares itself against offshore benchmarks and exposes many of its practices to international expert review. This suggests quite strong efficiency testing with good follow through.</p> <p style="text-align: right;">contd...</p>
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	<p>If we take a forward looking view on balancing cost and quality in service delivery, then many of the issues identified in the Lead Reviewers' View above would need to be addressed before we could be sure that comprehensive and consistently good organisational practices and systems are in place for delivering the necessary efficiency improvements right across the Department. In particular:</p> <ul style="list-style-type: none"> • more attention needs to be given to better targeting of interventions and ensuring that the right offenders get the right interventions at the right time. This is absolutely central to the Department's 'value proposition' • the Department needs to have made more progress in both defining and developing the operating models in RRS and PS in particular that will support its strategy. For example, rehabilitation and reintegration needs to be better integrated into everything the Department does and to give more weight to both keeping more offenders safely and securely in the community for longer as well as giving more attention to reintegration (and the case management and more sophisticated relationships with other agencies and community-based providers that support that). <p>There are clearly a number of areas that need development on this aspect of the efficiency question.</p>
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Financial Management
 How well does the agency manage its financial information and ensure financial probity across the business?

<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>The finance team delivers accurate and timely information to meet the Department's financial reporting requirements and the Department operates a monitoring and forecasting regime that helps it stay on top of risks and to keep within appropriations and baselines. The Finance Governance Committee meets monthly and oversees the operation of the finance function.</p> <p>The Department's control environment is well rated and received a 4.22 (out of 5) rating in the Audit NZ DICE evaluation. No areas were rated as needing improvement and three areas were rated as excellent.</p> <p>The BASS comparators indicate that finance (including payroll) is expensive (lower quartile). While some of this is explicable in terms of the mix of tasks the function needs to perform, payroll processing and accounts payable processing should be more efficient. The Department performed a joint accounts payable review with police in 2011, lead by Hackett group. They are now implementing the recommendations, including outsourcing part of the accounts payable function. This should lead to greater efficiency in this area.</p> <p style="text-align: right;">contd...</p>
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	<p>The BASS management practice indicators assess the extent to which functions achieve a set of key management practices which will provide an indication of whether it is a well run, modernised and mature function and ranks the Department’s finance function at 60% compared to its local peer group at 70%. This needs to be addressed.</p> <p>Through strategic initiatives such as ‘Further, Stronger, Faster’, which formed part of the Expenditure Review, the Department has identified efficiencies, which will result in freeing up significant costs to reinvest in initiatives which will contribute towards achieving the 25% reduction in reoffending. This saw Finance working in partnership with the various groups and services, to provide financial data and analysis to help them identify ways to improve their effectiveness and efficiency.</p>
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<p>Risk Management How well does the agency manage agency risks and risks to the Crown?</p>	
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<p>PERFORMANCE RATING</p> 	<p>Performance Rating: Well placed</p> <p>Dealing with society’s most dangerous people in a way that effectively manages the risk they pose to the public, to staff, to each other and to themselves is the business of the Department. Given what is at stake, this requires superior risk management capacity and capability.</p> <p>The Department does maintain a relatively high level of sentence compliance – which protects the public during a custodial sentence and manages that risk during a community sentence. The Department has also achieved a good level of security and safety for its staff and for offenders under their supervision. Reducing reoffending aims to reduce the risk to the public once an offender has completed their sentence.</p> <p>We have commented elsewhere on the areas where we think these core risks could be better assessed and managed. For example, our view is that offender risk would be better assessed by combining an actuarial view of the social costs of an offender and expanding the use of dynamic risk assessment – better supported by information from agencies like CYF.</p> <p>The other risks that need to be managed are more common to those of any large public sector operational agency, albeit one that has taken on a difficult goal and is managing a large change programme: eg, managing the scale and pace of change; risks to property and to the information management system, as well as the usual set of commercial risks (especially those around managing large contracts with private providers).</p> <p>The Department has recently strengthened its risk governance and management and is developing a stronger, proactive and strategy-driven top down oversight of risk management and assurance rather than a list that is a collection of individual business managers’ views of ‘what might go wrong’ – rather than ‘what is required to make things go right’.</p>
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APPENDIX A

Overview of the Model



Lead Questions

Results	
Critical Area	Lead Questions
Government Priorities	1. How well has the agency identified and responded to current government priorities?
Core Business	2. How effectively is the agency delivering this core business area? 3. How efficiently is the agency delivering this core business area? 4. How well does the agency's regulatory work achieve its required impact?

Organisational Management		
Critical Area	Element	Lead Questions
Leadership, Direction and Delivery	Vision, Strategy & Purpose	5. How well has the agency articulated its purpose, vision and strategy to its staff and stakeholders? 6. How well does the agency consider and plan for possible changes in its purpose or role in the foreseeable future?
	Leadership & Governance	7. How well does the senior team provide collective leadership and direction to the agency? 8. How well does the board lead the Crown Entity? <i>(For Crown Entities only)</i>
	Culture & Values	9. How well does the agency develop and promote the organisational culture, behaviours and values it needs to support its strategic direction?
	Structure, Roles & Responsibilities	10. How well does the agency ensure that its organisational planning, systems, structures and practices support delivery of government priorities and core business? 11. How well does the agency ensure that it has clear roles, responsibilities and accountabilities throughout the agency and sector?
	Review	12. How well does the agency monitor, measure, and review its policies, programmes and services to make sure that it is delivering its intended results?
External Relationships	Engagement with the Minister(s)	13. How well does the agency provide advice and services to its Minister(s)?
	Sector Contribution	14. How well does the agency provide leadership to, and / or support the leadership of other agencies in the sector?
	Collaboration & Partnerships with Stakeholders	15. How well does the agency generate common ownership and genuine collaboration on strategy and service delivery with stakeholders and the public?
	Experiences of the Public	16. How well does the agency meet the public's expectations of service quality and trust?
People Development	Leadership & Workforce Development	17. How well does the agency develop its workforce (including its leadership)? 18. How well does the agency anticipate and respond to future capability requirements?
	Management of People Performance	19. How well does the agency encourage high performance and continuous improvement among its workforce? 20. How well does the agency deal with poor or inadequate performance?
	Engagement with Staff	21. How well does the agency manage its employee relations? 22. How well does the agency develop and maintain a diverse, highly committed and engaged workforce?
Financial and Resource Management	Asset Management	23. How well does the agency manage agency and Crown assets, and the agency balance sheet, to support delivery?
	Information Management	24. How well does the agency utilise information & communications technologies to improve service delivery?
	Efficiency	25. How robust are the processes in place to test for efficiency and make efficiency improvements? 26. How well does the agency balance cost and quality when considering service delivery options?
		Financial Management
	Risk Management	28. How well does the agency manage agency risks and risks to the Crown?

APPENDIX B

List of Interviews

This review was informed by input provided by a number of Department of Corrections staff, relevant Ministers, and by representatives from the following businesses, organisations and agencies.

Agency/Organisation
Care NZ
Department of the Prime Minister and Cabinet
Ministry of Health
Ministry of Justice
Ministry of Social Development
New Zealand Police
New Zealand Prison Chaplaincy
Office of the Ombudsman
New Zealand Parole Board
Prisoners Aid and Rehabilitation Trust
Public Service Association
Rethinking Crime and Punishment
Salvation Army
Serco Group PLC
State Services Commission
The Treasury
University of New Brunswick, Canada
Victoria University of Wellington
Victim Support