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**Independent Review to identify the most appropriate
organisational management structure for Corrective
Services NSW to meet the Government's policy
objectives, including the reduction of reoffending**

11Th January 2012

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Disclaimer

This Review Report document has been prepared in good faith, exercising due care and attention and is based on:

- Information derived from interviews of Corrective Services NSW senior staff and *work-shopping* of information with these senior staff
- Review of documents and other information provided by Corrective Services NSW
- The professional knowledge, training and experience of the Review Team.

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1. Executive Summary

1.1 Background

As part of the NSW Government's *Program Prioritisation Review* the NSW Treasurer required all government agencies to identify lower priority programs to assist decision-making in achieving savings in public sector expenditure. In the light of this requirement and at the direction of the Minister, the Director General, Department of Attorney General and Justice (DAG&J) and in consultation with the Commissioner, Corrective Services NSW (CSNSW) commissioned an independent review of aspects of CSNSW functioning.

Within the context of achieving efficiencies, the focus of this Review is to identify the most appropriate organisational management structure for the Department to meet the Government's policy objectives, including the reduction of reoffending. This includes, but is not limited to, reviewing and making recommendations with respect to:

- The appropriateness of the structure, staffing and activities of the Head Office, including leadership for Community Offender Management and the scope for rationalising common services with those of the Department of Attorney General and Justice
- The numbers, deployment and utilisation of senior officers of the Department
- The appropriateness of the structure, staffing and roles of the Regional Offices and the scope for these to be abolished or rationalised with the Department's Head Office and
- Any other matters identified by the Review Team in the process of identifying the most appropriate organisational management structure which may impact on the primary objective of the overall review.

1.2 Proposed Organisation Structure

The review proposes an organisation structure for CSNSW that:

- In line with Government policy, places a number of corporate services functions within a Combined Corporate Services entity in the Principal Department of DAG&J. This includes the positions of Deputy Commissioner, Corporate Services and Assistant Commissioner, Enterprise Assets and CIO
- Reduces layers of management by abolishing the position of Deputy Commissioner, Offender Management & Operations and devolving increased operational autonomy to Regions, Correctional Centres and Community Offender Management Districts
- Largely removes Head Office from operational roles, to reflect this re-designates the Head Office Board of Management to Executive Committee and within the Executive Committee, provides for senior positions that focus on:

- **Community safety and reintegration** to include, amongst other things, an integrated approach to policy development for both custodial and community corrections, including infrastructure development, and providing professional leadership for Community Corrections
- **Reducing reoffending** to include, amongst other things, Offender Services & Programs, Corrective Services Industries, Partnerships & Community Engagement (subject to further consideration by CSNSW), Aboriginal Support & Planning, Offender Classification & Placement, Restorative Justice and an enhanced applied research and evaluation function that includes a defined relationship (subject to further review) with a research and evaluation unit in the Principal Department. The desired overall outcome is to:
 - ✓ maintain the currency of all correctional activities and guaranteeing evidence based approach that supports CSNSW to approach and exceed *world's best practice benchmarks* and
 - ✓ enable the Principal Department to provide authoritative, credible data to government and to the community relating to the performance outcomes of CSNSW and JJ.
- **State wide security and intelligence** functions where in the interests of effectiveness and efficiency it is appropriate to combine these under one leadership position in Head Office. Also given the very sensitive, high-risk nature of a number of the functions it is appropriate that this leadership position report to the Commissioner.

This position will also have a leadership, governance, standards and compliance monitoring role in relation to the Community Corrections Monitoring Group (CCMG). This role would extend to not only the four remaining CCMG offices, but also to the CCMG operations integrated/co-located into COS District Offices. There will be synergies and efficiencies achieved through this arrangement.

In the new organisation structure this position remains as the Leadership Team member that provides essential operational custodial and security input to highest level decision making relating to policies, standards, KPI's and governance issues.

- **Governance and continuous improvement** function, responsible for developing and driving implementation of high quality governance systems and continuous improvement across CSNSW. This work will be done within the Vision and Values framework incorporating risk management, performance standards, KPI's, monitoring and performance reporting systems and interface with external agencies of scrutiny.

The position will also have carriage of development of contracts and performance specifications for Correctional Centres and COM Districts similar to those in place for privately managed correctional facilities. The aim is to move to a planned outcome where all correctional services, whether delivered by public or private sector providers, have common

governance systems and are subject to similar performance and monitoring standards.

The Assistant Commissioner, Governance and Continuous Improvement will have the support of a direct report of an Executive Director Continuous Improvement which is a re-designated and expanded role for the position of Executive Director, Learning and Staff Development responsible for the Corrective Services Academy.

1.3 Regional Structure

It is recommended that CSNSW's regional structure with three Regional Offices is retained for a determined period set within the implementation plan for this Report's recommendations. This is to facilitate and support transition from current operating arrangements to a future ideal operating environment where Correctional Centres and COM Districts are functioning with:

- Uniform best practice operating specifications and Key Performance Standards
- Quality governance and risk management systems and
- Quality leadership focused on developing and maintaining a high performance organisational culture at the work face

Given the size, complexity and organisational cultural issues involved in CSNSW and the changes required to governance and operating systems to achieve the future ideal operating environment, it is envisaged that the transition period from current operating practices to desired future outcomes could be in the order of three years. This time frame is provided as an initial guide only and needs to be subjected to consideration as part of implementation planning.

The regional structure should be subject to a "*sunset clause*" to ensure that its need and or role are reviewed at an appropriate time as enhanced governance systems envisaged in this Report take hold across the Correctional Centres and COM Districts.

During the transition period Regional Offices will focus on:

- a) Supporting General Managers and District Managers of COM in:
 - Translation of vision, values and continuous improvement initiatives into operational outcomes and
 - Implementing enhanced governance, risk management & performance monitoring of Correctional Centre and COM Districts contracts / performance specifications (Working in close cooperation with the Assistant Commissioner, Governance and Continuous Improvement)
- b) Supporting Head Office in:
 - Macro budget issues impacting on their regions, primarily as it relates to demand management

- Defined intelligence functions
- Specific investigations
- Encouraging relevant authorities to make greater use of Community Corrections sentencing options and
- Selection of people to fill General and District Manager positions and performance review of people in these positions

It is recommended that the support staff needs of Regional Offices is reviewed in the light of the recommended revised role for Regional Offices.

During the Review it was identified that savings could be achieved through amalgamation of Blacktown and Malabar Metropolitan Regional Offices at Malabar. This will achieve a saving of in the order of \$1.00 million.

1.4 Greater responsibility and accountability for General Managers of Correctional Centres and COM District Managers

The thrust of recommendations in this report is to empower General Managers of Correctional Centres and Directors of COM Districts to undertake the management functions that are currently drawn up to Regional Offices and to Head Office.

The desired overall outcome is a situation where General Managers and COM Directors, subject to Performance Agreements with Regional Assistant Commissioners at least during the transitional period, are operationally autonomous with:

- Responsibility and accountability for all facets of their service delivery in accordance with prescribed standards and KPI's
- Achievable budgets
- The authority to take decisions relating to staffing of their Centres/Offices within their budgets and being accountable for these decisions
- Service Level Agreements in place with the proposed Combined Corporate Services entity for Finance, Human Resources and other relevant corporate services as required
- Prescribed operational compliance systems in place and ensuring the probity of these systems and
- Responsibility, in accordance with a key CSNSW value, for facilitating responsibility and respect in the work place, safety and well being of staff and continuous learning and professional development

The above "*autonomous model*" for Correctional Centres and District Offices largely mirrors the manner in which the private sector operators manage their contracted facilities.

It is recommended that the foregoing is given specific attention in the implementation plan for the recommendations contained in this Report.

1.5 External Scrutiny

External scrutiny is an essential requirement to ensure a humane and just system of corrections and to drive improved performance. The Review Team has considered this function in the light of Government policy to establish an independent statutory body of "*Office of the Inspector*" to provide external scrutiny of the standards and operational practices of custodial services in NSW based on the model of the WA Inspector of Custodial Services.

The Review Team has examined the role for the Inspector in the light of existing monitoring and investigation functions within CSNSW with the aim of arriving at recommendations that ensure the most effective and efficient operating arrangements of the various scrutiny functions that support good governance.

The Review Team recommends that this be achieved by combining elements of the Operational Performance Review, Corrective Services Investigations and Official Visitors functions within CSNSW into a single business Unit together with similar functions performed in other areas of the Principal Department (AG and JJ) to be known as the Office of Departmental Review (ODR).

The resources of the ODR will be available to the Inspector to conduct investigations/inspections. The ODR will also provide similar services as required to CSNSW and to other agencies in the Principal Department.

Concerning staffing arrangements for the "*Office of Inspector*", it is recommended that the position of "Inspector" is filled on a part time basis by an eminent person who brings high level skills appropriate to the defined role for the position.

It is recommended that the Office of Inspector has six staff, that is, an Executive Director, a Personal Assistant to service both the Inspector and the Executive Director and four support staff with a range of skills covering investigations, analysis and research.

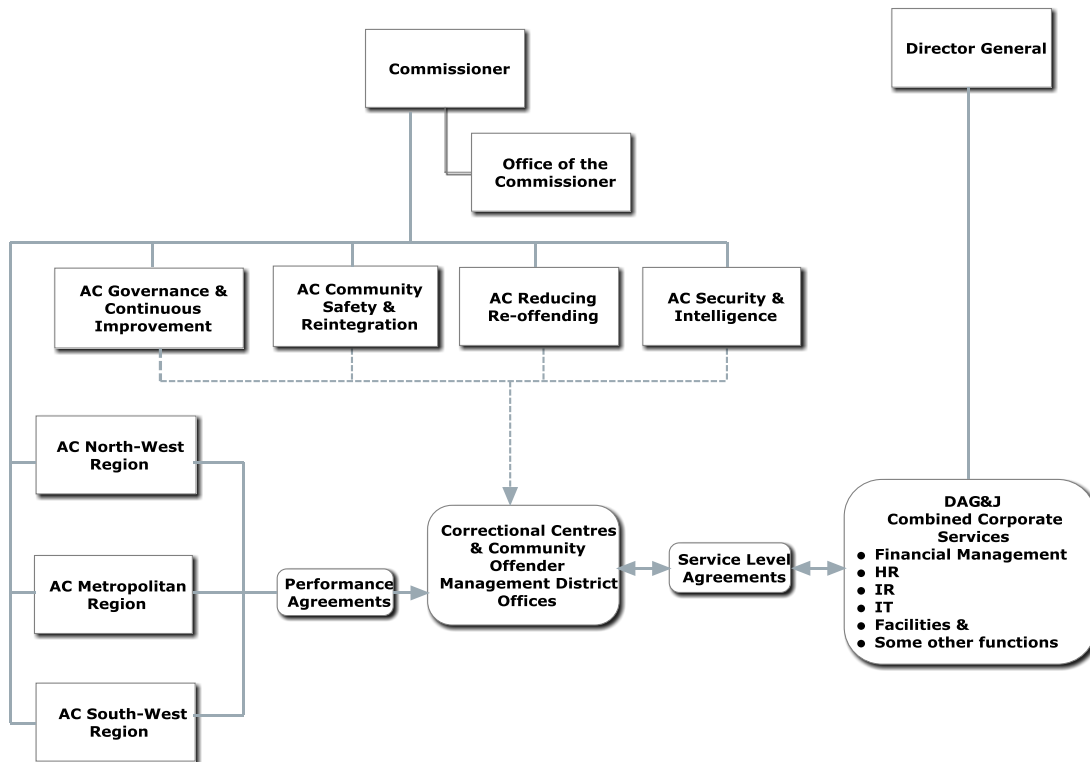
The Director General will, in consultation with the Inspector, develop an annual review program covering "*healthy prison*", thematic and compliance reviews for custodial services, Community Offender Management and Juvenile Justice in CSNSW as well as for other areas of the Principal Department.

The Inspector will have the power inspect any correctional facility/office, with or without notice, as deemed necessary. The Inspector could require the head of the ODR to facilitate inspections and/or accompany the Inspector on inspections.

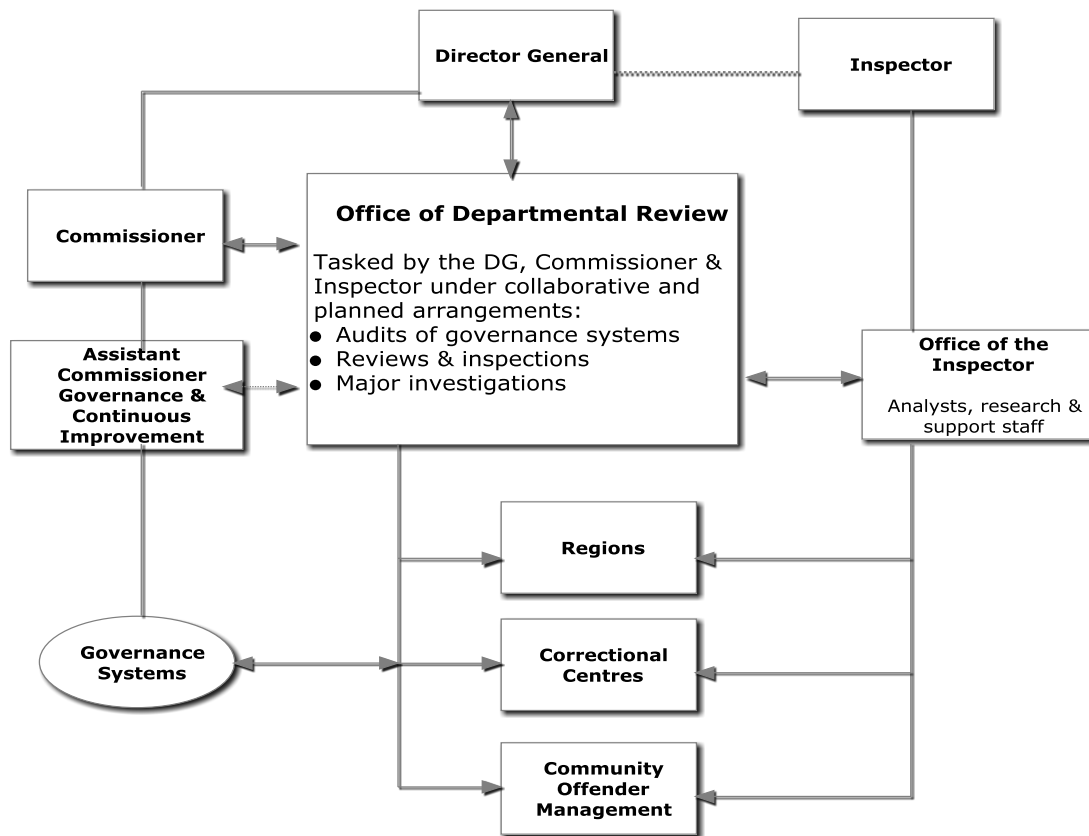
The two organisation charts below show:

- The proposed organisational structure for CSNSW and

- The proposed relationship between the Office of the Inspector, the Director General DAG&J, the Commissioner CSNSW, the Office of Departmental Review and CSNSW's governance system



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1.6 Board of Management to be re-designated to Executive Committee

Currently CSNSW has a Board of Management comprising the most senior executive positions. The organisational arrangements for CSNSW proposed in this Report represent a radical departure from the way business is currently done. There is considerable devolution of responsibility and accountability to operational areas. The role of senior positions in Head Office is to provide executive leadership not "*management*". A "*Board of Management*" in Head Office is not compatible with the thrust of this Report's recommendations.

Accordingly the Report recommends that the designation of *Board of Management* is changed to *Executive Committee* with a role statement that reflects the leadership outcomes as covered throughout this Report.

Under the working arrangements envisaged with the proposed organisation structure the Review Team believes it will be important to have regional representation at *Executive Committee* level. It is recommended that CSNSW *Executive Committee* is constituted as follows:

Chair: Commissioner

Members:

- Assistant Commissioner Governance and Continuous Improvement
- Assistant Commissioner Security & Intelligence
- Assistant Commissioner Community Safety and Reintegration

- Assistant Commissioner Reducing Reoffending
- Assistant Commissioner Metropolitan Region
- Assistant Commissioner North - West Region
- Assistant Commissioner South - West Region

Ex-officio Member

- Head Combined Corporate Services entity

1.7 Ministerial Correspondence

This function is managed through the Division of the Office of Commissioner and Human Resources who coordinate information required from relevant areas within CSNSW and quality assure the final communication before forwarding it to the Commissioner, the Director General and Minister. As this Report recommends that this Division is abolished, it is necessary to ensure that this important function is performed efficiently and effectively under new arrangements.

Discussions have been held with Assistant Commissioners CSNSW concerning alternative arrangements for Ministerial Correspondence post the existence of the Division of the Office of Commissioner and Human Resources. There is agreement that accountability for timeliness and quality of Ministerial and other important correspondence should rest with the most senior position (an Assistant Commissioner) in the operational area to which it relates. If it touches on more than one area then, through commonsense arrangements, one senior officer will take responsibility.

It was also agreed that there should be a relatively senior person in the Office of the Commissioner who is responsible for coordinating all such important correspondence and for clearing it through to the Commissioner. The Assistant Commissioners were in agreement that in the event of the Office of Commissioner requiring changes to correspondence or if there are any other concerns these should be referred back to them for attention. It should not be the responsibility of the Commissioner's Office to rectify quality issues and or to rewrite correspondence. Currently this correspondence passes through a number of positions for checking. They agreed that "*fewer signatures*" ensures more accountability and ultimately better outcomes.

A recommendation has been made that this matter be dealt with in the implementation plan for the recommendations in this Report. The recommendation provides guidance as to the outcomes expected.

1.8 Civilianisation of certain positions

Concerning *civilianisation* it is apparent that there are a number of senior positions in Head Office that are filled by uniformed staff. The Review Team has not examined the particular functions performed by these staff in detail. However, it seems that some of these positions do not require the services of highly trained senior uniformed officers. Accordingly it is recommended that these positions are reviewed to ascertain whether the roles can be civilianised.

1.9 Implementation issues

This Report recommends a new organisation structure including significant changes in role for CSNSW leadership positions with the aim of facilitating enhancement in the way

CSNSW does business. Because of the magnitude of the proposed change there are inherent risks in implementation of the recommendations. The following risks are identified in the Report:

1.9.1 Leadership risks

Studies of the drivers of organisational culture identify *leadership* as the significant driver to achieve a high performing organisation. It is the vision set by leaders for performance, how appealing it is to staff and stakeholders and the sense of urgency they impart to staff for enhanced performance to achieve the vision that is the major determinate for success. In this context the Leadership Risks are identified as:

Risk 1

The vision, values and objectives for CSNSW are not appropriately specified and or lack appeal for internal and external stakeholders.

Risk 2

Leadership and management roles are not appropriately specified.

Risk 3

People without the personal attributes, qualifications and skills required for the specified leadership and management roles are appointed to these positions.

Risk 4

A dysfunctional leadership team

The report contains recommendations in relation to each of the above risks.

1.9.2 Planning risk

The risk here is that planning for implementation of the recommendations of the Report is not undertaken professionally.

Implementation of an organisational restructure of this magnitude that has the potential to create uncertainty in operational areas has some significant risks attached in a correctional environment. These risks relate to challenges in gaining the commitment of key internal and external stakeholders to the change vision, performance issues while change is occurring and duty of care for offenders amongst other things.

There is also the issue of the optimum time frame, having regard to costs and benefits, within which to achieve full implementation of recommendations to change the way business is done across Head Office, three Regions, 35 Correctional Centres, 15 COM Districts and 60 COM Offices.

Planning for implementation of this Report's recommendations should be classified as a *significant project* and approached with professional Project Management methodology. It needs to be driven by the Commissioner and the Executive Committee with the assistance of a dedicated Project Manager and Project Team.

A recommendation to this effect is made in the Report.

In summary, risks to the successful implementation of the way this report recommends that CSNSW should do business will largely be mitigated if:

- The vision, values and objectives for CSNSW are appropriately specified and have appeal for internal and external stakeholders
- Leadership and management roles are appropriately specified
- People with the personal attributes, qualifications and skills required for the specified leadership and management roles are appointed via a merit based selection process to these positions
- The Commissioner develops a Leadership Team founded in professionalism, trust and collegiate relationships working towards an agreed vision and
- Planning for implementation of the recommendations of the Report is classified as a *significant project* and approached with professional Project Management methodology including having a Project Manager and Project Team support for the Executive Committee

1.10 Budget Issues – Savings and Costs

Before finalisation of this report the Review Team provided CSNSW with advice as to the likely implication of recommendations arising from the review on the structure and certain functions of CSNSW and requested that an indication be provided of the likely impact on CSNSW's budget.

The Commissioner provided advice that their initial assessment was an "*upper limit*" saving of around \$8.20 million. This advice was qualified in that it had not been discussed with line managers affected by the changes, did not include an estimate for the cost of redundancies or salary maintenance for excess staff and did not take account of the costs of any additional positions that may result from Review recommendations.

However, on the "*up-side*", salary savings were costed at base salary only and did not include "*on costs*" of approximately 26%.

The Director General requested the Review Team to subject the above estimate to further analysis. Accordingly the Review Team requested CSNSW to provide additional information in relation to their estimate, in particular to identify those savings where there was high degree of confidence that they could be achieved relatively quickly (within 2 to 6 months) and those where there was lower level of confidence in terms of their achievement and an estimated time frame for their achievement.

This additional information was subject to a "*desk top*" evaluation by the Review Team which included discussion of certain matters with senior CSNSW officers. Detail relating to this analysis is contained in Section 11 and Appendix 3 of this Report. In summary, estimated Net Savings arising from this review are:

	Within 2 – 6 months	Within 6 – 12 months	Total
Likely Savings	\$5.04 million	\$2.36 million	\$7.40 million
Likely Costs	\$1.230 million (Bulk in this period)		\$1.230 million
Net Savings			\$6.17 million
Contribution to Office of Inspector			\$0.978 million
Amount Remaining from Net Savings			\$5.192 million Say in the order of \$5.00 million with allowance for additional BOCSAR costs

Notes:

- a) Further reviews to achieve efficiencies /savings are required in a number of areas as identified throughout this Report. Some of these reviews are uncomplicated and can be done relatively quickly by CSNSW. Others are complicated and may require independent facilitation. Funds may need to be set aside for this.
- b) There could be transition costs in selection of senior staff, creation of Performance Agreements and development of a Project Plan for implementation of the recommendations of this Report. Funds may need to be set aside for this.
- c) The devolution of greater autonomy/ accountability to Regions, Correctional Centres and COM Districts may require additional resources to ensure quality outcomes. However, in planning for implementation of these arrangements every endeavour should be made to achieve further efficiencies in operational areas to transfer resources to "*quality management*" tasks where required. An allowance for enhanced monitoring systems may need to be factored into the Business Case for the new Governance Division.
- d) In arriving at the above savings figure no allowance has been made for cost of redundancies or salary maintenance for excess staff
- e) CSNSW advise that the salary levels used in calculating savings are base salaries and do not include "*on costs*" of approximately 26%.
- f) There are four areas identified in Section 11 of this Report where savings are not quantified but there is a high probability that savings will be achieved
- g) While some functions identified in this Report for review to achieve further savings will form part of the proposed Combined Corporate Services, there are

other functions not covered by this review where potential savings could arise from creation of a Combined Corporate Services entity

The Review Team recommends that CSNSW review estimates of costs and savings in Section 11 of this Report together with the information contained in Appendix 3 to:

- a) Refine the figures having regard to salary on costs, the actual salary levels of positions to be abolished and make allowance for the cost of redundancies or salary maintenance for excess staff to arrive at more precise calculations relating to costs and savings and
- b) Satisfy themselves that the financial outcomes arrived at by the Review Team are generally achievable. If significant concerns exist these should be addressed with the Review Team

This Review has dealt with Head Office senior positions and structural arrangements and some of the senior Regional Office positions only. The flow on effect of the recommended changes on the proposed combined corporate services arrangements, Regional Office Staffing, Correctional Centres and Community Offender Management require subsequent review and assessment. It is not possible to quantify the budget impact of this flow on effect at this stage.

2. Introduction

As part of the NSW Government's *Program Prioritisation Review* the NSW Treasurer required all government agencies to identify lower priority programs to assist decision-making in achieving savings in public sector expenditure. In the light of this requirement and at the direction of the Minister, the Director General, Department of Attorney General and Justice (DAG&J) and in consultation with the Commissioner, Corrective Services NSW (CSNSW) commissioned an independent review of aspects of CSNSW functioning.

In addition to this Review, CSNSW in response to the Treasurer's requirement arising from the *Program Prioritisation Review* had previously commenced action in relation to a number of efficiency reforms estimated by CSNSW to save in the order of \$56.00 million.

The foregoing initiatives taken together with the concurrent conduct of this Review has placed considerable pressure upon the senior management team of CSNSW. Knowledge Consulting's Review Team has worked closely with these senior officers over the past weeks and has been impressed with the professional manner in which they are attending to a number of complex high priority issues. A number of senior officers are working well above the normal call of duty in terms of hours devoted to work and commitment to their tasks.

Within the context of achieving efficiencies, the focus of this Review is to identify the most appropriate organisational management structure for the Department to meet the Government's policy objectives, including the reduction of reoffending. This includes, but is not limited to, reviewing and making recommendations with respect to:

- The appropriateness of the structure, staffing and activities of the Head Office, including leadership for Community Offender Management and the scope for rationalising common services with those of the Department of Attorney General and Justice
- The numbers, deployment and utilisation of senior officers of the Department
- The appropriateness of the structure, staffing and roles of the Regional Offices and the scope for these to be abolished or rationalised with the Department's Head Office and
- Any other matters identified by the Review Team in the process of identifying the most appropriate organisational management structure which may impact on the primary objective of the overall review.

Knowledge Consulting's response to the Terms of Reference for the Review proposed that the Review Team would recommend an "*ideal organisational structure*" for CSNSW that is cost effective yet facilitates effective and efficient delivery of corrective services in NSW including outcomes such as:

- A high performance culture that is *Vision Driven*, open, accountable and adaptive. **Note:** *Vision Driven* means that from top level leadership through leadership at all levels Leaders are committed to achieving best practice outcomes in CSNSW's role within the criminal justice system to protect the community and to reduce reoffending
- High quality leadership at all levels of CSNSW with well trained staff who are proud of the work that they do
- Strong governance (including risk management) and integrity systems at all levels which are regularly audited
- Applied research which informs best practice in corrections, policy development and planning services, statistical services including quality planning and management information
- Standardisation and certification of operational procedures, standard setting and setting Key Performance Indicators
- Effective interface of CSNSW's governance system with external agencies of scrutiny to ensure openness and accountability across the system
- Effective CSNSW wide Financial Management and budget control
- Effective human resource and industrial relations policies and standards and integrity in their application
- High quality proactive and responsive services as required by the Offices of the Director General and Minister and

- Other functions identified by the Review Team

In terms of cost effectiveness, the Review was required to take into account that CSNSW is an Agency of the DAG&J and that CSNSW has a Regional Office structure. In this regard there could be efficiencies in combining certain functions of CSNSW Head Office and DAG&J into a shared services arrangement. There could be further efficiencies in abolishing CSNSW Regional Offices and either rationalising some functions into Head Office and or devolving others to operational areas.

While the Review aims to achieve cost effective outcomes, it was stressed to the Review Team that recommendations must take account of the need to not compromise public, staff or prisoner safety. The Review Team was also asked to take account of the need to ensure that any recommended new organisation structure facilitates effective leadership at all levels of CSNSW to achieve good practice outcomes in CSNSW's role within the criminal justice system to protect the community and to reduce reoffending.

3. Review Methodology

CSNSW has a very experienced and committed Leadership Team who welcomed the Review as an opportunity to take a fresh look at current management structures and processes with the aim of ensuring that CSNSW continues to be a highly effective provider of corrective services.

Accordingly, the Review has been conducted in a highly consultative manner with senior CSNSW officers. The Review process involved individual interviews of the Leadership Team and four facilitated workshops involving a total of 28 senior officers, including three officers from DAG&J to address issues relevant to the Terms of Reference in the following areas:

- Community Offender Management
- Governance
- Regional Offices
- Head Office

Appendix 1 contains the names and designations of the senior officers who contributed to this Review. Following the workshops further interviews were conducted with a number of the above senior officers to develop ideas and possibilities raised during the workshops.

Using information from individual interviews, workshops and a significant amount of data provided by CSNSW, the Review Team prepared a Draft Paper for consideration by the Director General, DAG&J and the Commissioner CSNSW. The Draft Paper was discussed in depth with the Commissioner. Key elements of the Draft Paper were then presented to CSNSW Assistant Commissioners and to some other senior officers in group and in individual discussion over a two day period to:

- Provide them with an understanding of the concepts and thinking underpinning proposed recommendations and
- Gain their feedback on what the Review Team was proposing.

The overall response to the Review Team's proposals by the Commissioner, Assistant Commissioners and senior staff was positive. This feedback process to the Review Team yielded additional information that enhanced the quality of this Report.

4. CSNSW Cooperation with the Review

The Review Team received the utmost cooperation from the Commissioner through to all of the senior officers who participated in individual interviews, in workshops and as support members of the Review Team.

The workshops generated a significant amount of information and captured a range of informed opinions relating to the outcomes sought by the Review Team.

All senior officers gave freely of their time at short notice, which was very much appreciated given the previously mentioned work pressures they are facing during a period of significant organisational change. This pressure was compounded by the uncertainty that is always generated by reviews of this nature that result in structural and positional changes that can impact adversely on senior people who are contributing to and or participating in the Review.

In this regard as the review progressed it became clear that two senior positions, Deputy Commissioner Offender Management and Operations and Assistant Commissioner Office of the Commissioner and Human Resources, would be recommended to be abolished.

This recommendation was not in any way a reflection on the manner in which these two committed and dedicated officers had carried out their duties. The recommendation was solely a consequence of a need to restructure the way in which CSNSW will do business in the future in relation to the amalgamation of various corporate services functions and greater devolution of responsibility and accountability to operational areas in the regions. Notwithstanding the impact of the recommendation upon them personally both officers continued to contribute their experience to the Review demonstrating professional and commendable attitudes.

The flow on from the recommendation to abolish the two senior positions as well as other recommendations will also affect the jobs of a number of other competent officers in CSNSW Head Office. Once again this is no reflection on them.

Given the foregoing, it is important for the senior officers, for CSNSW staff and for stability in the organisation in these challenging times that recommendations adopted from this Report are dealt with expeditiously and sensitively.

5. Summary of Recommendations

5.1 Creating a Combined Corporate Services Unit

Recommendation 1 page 46

That the position of Project Officer (Assets), Asset Management is abolished

5.2 Deputy Commissioner Offender Management and Operations

Recommendation 2 page 48

That the position of Deputy Commissioner Offender Management and Operations is abolished and that the operational functions reporting to it are transferred to the appropriate operational areas

Recommendation 3 page 48

That within the Operations Scheduling Unit the positions of Chief Superintendent, General Manager Roster Support Unit and Superintendent are abolished

5.3 Statewide Administration of Sentences and Orders Branch and the Parole Secretariat

Recommendation 4 page 50

That with abolition of the Office of Commissioner and Human Resources Division the Statewide Administration of Sentences and Orders Branch (SASO) is located in the proposed Combined Corporate Services entity and the Parole Secretariat is responsible to the Chairman of the Parole Board with corporate services support from the proposed Combined Corporate Services entity.

5.4 Corporate Legislation & Parliamentary Support Branch

Recommendation 5 page 51

That the functions of the Corporate Legislation and Parliamentary Support Branch and the Legal Services Branch are reviewed as part of the Combined Corporate Services Strategy

5.4 Corrective Services Support Line

Recommendation 6 page 53

That the Corrective Services Support Line (CSSL) function is transferred to the proposed Office of Departmental Review (ODR) recommended later in this Report. That the Officer in Charge of ODR develops a plan, in consultation with key stakeholders, to phase out the CSSL over a 12 month period as part of the implementation plan for recommendations made in this Report

5.5 Office of the Commissioner and Human Resources Division

Recommendation 7 page 54

That the positions of Senior Project Officer and Admin Officer, Video Conferencing, Major Projects Branch are abolished and the positions of Manager Video Conferencing and Projects Officer are transferred to the proposed Combined Corporate Services Unit (Video Conferencing Section)

Recommendation 8 page 56

That the position of Assistant Commissioner and the Division of Office of the Commissioner and Human Resources is abolished and that the functions reporting to it are reallocated to other areas as recommended throughout this Report

5.6 Professional Standards Branch

Recommendation 9 page 58

That a position of Ethics Officer, Clerk Grade 9/10, Corruption Prevention Branch is abolished; The remaining two positions in this Branch together with the positions in Professional Standards and Integrity Management Branches are transferred to the Governance Division recommended to be created later in this Report

Recommendation 10 page 58

That Work Place Relations Branch is transferred to the proposed Combined Corporate Services Unit. In achieving this transfer the three positions of Senior Manager Industrial Relations, Senior Manager Staff Health Services and Senior Industrial Officer are abolished

5.7 An appropriate organisation structure for a modern correctional services agency

Recommendation 11 page 65

That the functional relationships and proposed new organisational structure outlined in this Section of the Report is adopted

5.8 Creation of new positions, changing of position roles and or re-designation of positions

5.8.1 Governance and Continuous Improvement

Recommendation 12 page 67

That a position of Assistant Commissioner, Governance and Continuous Improvement is created as a direct report to the Commissioner responsible for:

- *Developing and driving implementation of high quality governance systems across CSNSW within the Vision and Values framework. This to include a review of CSNSW's governance systems with the aim of rationalising systems and processes within a clearly articulated framework linked to risk management and continuous improvement strategies to achieve cost effective, user friendly outcomes*

This should include exploring the option of moving from paper based systems to electronic monitoring and reporting systems that facilitate real time interrogation by authorised officers and external agencies of scrutiny

- *Achieving a planned outcome where all correctional services, whether delivered by public or private sector providers, have common governance systems and are subject to similar performance and monitoring standards*
- *A focus on quality management systems within the various operational arms of custodial and community corrections to drive compliance with policies and management decisions at the work face and*
- *Supporting the Commissioner in driving continuous improvement across CSNSW*

Recommendation 13 page 68

That CSNSW's continuous improvement strategy is founded in a commitment by all CSNSW Leaders to an approach to organisational culture enhancement where there is objective understanding of the drivers of current culture, clarification of the characteristics of the desired culture and strategies to reduce negative drivers and to enhance positive drivers of culture

Recommendation 14 page 68

That the position of Executive Director, Learning and Staff Development, responsible for the Corrective Services Academy be replaced by a position of Executive Director, Continuous Improvement with an expanded role to assist the Assistant Commissioner, Governance and Continuous Improvement in driving continuous improvement across CSNSW.

Recommendation 15 page 68

That the Assistant Commissioner, Governance and Continuous Improvement assisted by the Executive Director, Continuous Improvement, and working with CSNSW Executive Committee develops a culture enhancement strategy for CSNSW

5.8.2 Governance

Recommendation 16 page 69

That a review is conducted to develop a Business Case including the organisation structure and positions required for the Governance Division. The review is required to achieve the most cost effective outcome utilising current resources working in governance related functions e.g. 14 positions in the Operational Performance Review Branch plus undoubtedly positions in other Branches. If additional resources are required above current resources then this will need to be justified via the Business Case.

Note: *An allowance has been made in Section 11 of this report dealing with budget for the cost of the position of Assistant Commissioner Governance and some additional funds above this if justified by the Business case for "quality Management and monitoring systems".*

5.8.3 Community Safety and Reintegration

Recommendation 17 page 70

That the position of Assistant Commissioner, Community Offender Management is replaced by a position designated as Assistant Commissioner, Community Safety and Reintegration reporting direct to the Commissioner to provide conceptual leadership for

the Community Offender Management function and to drive integrated policy development and performance standards across custodial and community corrections in the areas of community safety and reintegration of offenders into society.

The role of this position will include envisaging CSNSW's future correctional infrastructure needs for both custodial and community corrections.

Recommendation 18 page 71

That a review is conducted to develop a Business Case including the organisation structure and positions required for the Community Safety and Reintegration Division. The review is required to achieve the most cost effective outcome utilising current resources working in functions proposed for the Community Safety and Reintegration Division. If additional resources are required above current resources then this will need to be justified via the Business Case.

Note: *An allowance has been made in Section 11 of this report dealing with budget for some additional funds if justified by the Business case.*

Recommendation 19 page 76

That Community Offender Management should in its entirety remain the administrative responsibility of Corrective Services NSW

Recommendation 20 page 76

That the appointee to the proposed position of Assistant Commissioner, Community Safety and Reintegration take note of the issues covered in this section of the Report and engage proactively within the Executive Committee to drive culture change and continuous improvement in Community Offender Management based in effective leadership that creates a culture of "inclusiveness" for COM staff in CSNSW

5.8.4 Reducing Reoffending

Recommendation 21 page 77

That the Infrastructure Support Unit currently reporting to the Deputy Commissioner, Offender Management and Operations is transferred to Corrective Services Industries. Work carried out by this Unit is to be subject to project management guidelines and requirements as established by Enterprise Assets and approved by CSNSW Executive Committee.

Recommendation 22 page 79

That discussion is held with relevant senior officers concerning the five positions available for transfer to CSI to arrive at a decision as to the number of these positions required in CSI

Recommendation 23 page 79

That the position of Assistant Commissioner, Offender Services & Programs is replaced by a position designated Assistant Commissioner, Reducing Reoffending with revised role and functions as outlined in this report. This position is a direct report to the Commissioner

Recommendation 24 page 82

That the resources required and the role, structure, location and reporting arrangements of a proposed enhanced applied research and evaluation function within the Principal Department is the subject of a further review that takes into account issues raised in this section of the Report, including consideration of the following issues:

- *The outcomes of research and evaluation conducted in operational / human service delivery areas such as CSNSW and JJ need to be seen as credible by external stakeholders to ensure their support and engagement. Outcomes will not be seen as credible if research and evaluation it is not conducted at "arms length" from the service deliverers and methodology is not visible and professionally robust*
- *A distinction needs to be made between research, evaluation and statistical services to support and or enhance day to day operations or to propose new ways of doing business and research and evaluation required to publically report upon service delivery outcomes*
- *The needs of the Principal Department in contributing to whole of government responses to crime and social breakdown and how best to achieve input from CSNSW and JJ in this regard and*
- *The role envisaged for BOCSAR as covered in this Section of the report in relation to verification of the probity of CSNSW's data gathering systems (how information is collected and how figures are arrived at / counted) and to test definitions relating to data i.e. what do they include and or encompass? This role will require additional resources for BOCSAR which need to be quantified.*

Recommendation 25 page 82

That six of the 21 positions currently in the Corporate Research Evaluation and Statistics (CRES) section are abolished with the budget currently allocated to these positions credited to the "savings pool"

5.8.5 Security and Intelligence

Recommendation 26 page 88

That the position of Director CCMG is transferred to Security and Intelligence Division based at the Silverwater headquarters of S&I.

Recommendation 27 page 89

That the Director CCMG is a member of the S&I management team and S&I Executive Committee and in relation to the CCMG function is responsible for:

- *Conceptual leadership, standards setting and governance*
- *In relation to the Campbelltown, Blacktown, Wollongong and Newcastle CCMG offices, overall performance monitoring for these offices in a manner similar to that proposed for the RED positions in Regional Offices in relation to COM offices.*
Note: *Under this model it is envisaged that the senior CCMG officers in these offices are responsible and accountable for the operations of their office and*

performance monitoring of staff for the quality of their work including case management on a day to day basis

- *In relation to the remaining seven CCMG offices, provide a point of contact for COM District Officers, COM Directors and RED's in relation to conceptual leadership of the CCMG function, standards and governance generally. **Note:** Under the model proposed in this Report, these seven CCMG offices are responsible to the COM District Officers who will performance monitor CCMG staff for the quality of their work including case management on a day to day basis under the Regional operations structure of COM Directors, RED's and Regional Assistant Commissioner*

Note: *CCMG functions at the "hard end" of community sentencing options and therefore it is essential for the credibility of CSNSW as an effective provider of community supervision options and for the safety of the community that:*

- *Serious offenders entering this community supervision option are under no illusion as to the level of supervision they will be under and signify their acceptance of this and*
- *Case management of these serious offenders is founded in strict compliance by these offenders to the conditions of their supervision order as rigorously tested by the CCMG*

Recommendation 28 page 89

That the Intelligence Analyst and the Restricted Visitors Function is transferred from the Commissioner's Office to the Security and Intelligence Division

Recommendation 29 page 89

That an independent review is conducted of the Security and Intelligence Division to arrive at the most efficient and effective organisation structure and resourcing having regard to the additional functions recommended for inclusion in the Division and the potential savings flagged in this Report in functions of court escort security and CCMG.

5.8.6 Regional Leadership

Recommendation 30 page 92

That "clustering" of correctional centres and COM offices is discontinued as it is not compatible with the concept promoted throughout this report of having operational decision making and accountability as close as is possible to the work face. Should CSNSW have views to the contrary they should advance arguments via a Cost Benefit Analysis to demonstrate that the benefits of "clustering" outweigh the disadvantages identified in this report.

Recommendation 31 page 95

That CSNSW's regional structure with three Regional Offices is retained for a determined period set within the implementation plan for this Report's recommendations to facilitate and support transition from current operating arrangements to a future ideal operating environment where Correctional Centres and COM Districts are functioning with:

- *Uniform best practice operating specifications and Key Performance Standards*

- *Quality governance and risk management systems and*
- *Quality leadership focused on developing and maintaining a high performance organisational culture at the work face*

Continuance of a regional structure beyond the initial determined period is subject to a review as specified in the implementation plan for this Report's recommendations. Subject to further consideration, it is envisaged that this transition period could be in the order of three years

Recommendation 32 page 96

That during the determined transition period Regional Offices will focus on:

a) Supporting General Managers and District Managers of COM in:

- *Translation of vision, values and continuous improvement initiatives into operational outcomes and*
- *Implementing enhanced governance, risk management & performance monitoring of Correctional Centre and COM Districts contracts / performance specifications (Working in close cooperation with the Assistant Commissioner, Governance and Continuous Improvement)*

b) Supporting Head Office in:

- *Macro budget issues impacting on their regions, primarily as it relates to demand management*
- *Defined intelligence functions*
- *Specific investigations*
- *Encouraging relevant authorities to make greater use of Community Corrections sentencing options and*
- *Selection of people to fill General and District Manager positions and performance review of people in these positions*

That position descriptions and performance criteria is developed for the Regional Assistant Commissioner positions that reflect the role covered in this recommendation

Additional cost:

Additional funding will be required for a position of Regional Executive Director (RED) to support three regions during the implementation / transition period as CSNSW advise that one of the original three RED positions was abolished in recent times as part of a savings review. This will result in an additional annual cost of \$221,300 for an SES Level 3 position.

Recommendation 33 page 97

That the support staff needs of Regional offices is reviewed in the light of the recommended revised roles for Regional Offices.

Recommendation 34 page 97

That within the proposed Metropolitan Region the Blacktown Office is amalgamated into the Malabar office

Recommendation 35 page 99

That General Managers of Correctional Centres and COM Directors are empowered, subject to Performance Agreements with Regional Assistant Commissioners, to be operationally autonomous in a similar manner to General Managers of privately managed correctional facilities as covered in this section of the Report

Recommendation 36 page 99

That in the Implementation Plan for this Report (see Section 10.4 of this report) the above Recommendation for greater autonomy for General Managers of Correctional Centres and COM Directors is given specific attention having regard to the following:

- *Definition of "autonomy" for each of the custodial and community correctional entities in the regions*
- *Governance systems required to support the defined concept of "autonomy"*
- *The nature of and SLA's required by the Correctional Centres, COM Districts and Regional Offices with the proposed Combined Corporate Services entity*
- *Change management issues, new systems, management appointment and staff training, decisions in relation to capacity of all managers to deliver as required given the increased responsibilities and accountabilities, etc.*
- *Costs and Benefits and*
- *The option of phased implementation, taking account of risks, with Regional Assistant Commissioners, General Managers and COM Directors supported by project management expertise during the implementation process*

Recommendation 37 page 101

That the Executive Committee as proposed in this Report for CSNSW place high priority on addressing COM staff concerns through organisational culture change strategies that focus on "inclusiveness" thus demonstrating to COM staff that they are valued members of the CSNSW team. In the review of the structures of Regional Offices (as recommended above) care should be taken to ensure that COM and Custodial Corrections have "equal voice" in the role of Regional offices

5.8.7 Proposed new Office of the Commissioner

Recommendation 38 page 103

That a new Office of the Commissioner is created with a unique cost centre and budget in accordance with the structure and staffing model set out in the body of this Report

Recommendation 39 page 103

That in creating the new Office of the Commissioner three positions in the Media Unit are abolished

Recommendation 40 page 103

That the position of Superintendent, Officer of the Commissioner ("Executive Officer") is included in the review of uniformed staff in Head Office recommended in Recommendation 49 of this Report

5.8.8 The Office of Inspector and Office of Departmental Review

Recommendation 41 page 106

That six positions from the Operational Performance Review Branch, 24 positions from Corrective Services Investigations and one position from the Official Visitors functions within CSNSW are combined into a single business Unit together with similar functions performed in other areas of the Principal Department (AG and JJ)

Recommendation 42 page 106

That in creating a single business unit, a review is undertaken of Operational Performance Review, Corrective Services Investigations and Official Visitors functions within CSNSW and similar functions in AG and JJ. This review to have regard to a typical annual cycle of monitoring/ inspection / investigation work across the Principal Department as well as to the functions of the Office of Inspector to arrive at:

- ✓ *An assessment of the quantum of work involved*
- ✓ *Business rules for the work of the unit*
- ✓ *A structure for the proposed combined business Unit including roles qualifications / experience required for potential appointees and numbers of positions*
- ✓ *Budget for the Unit and*
- ✓ *Implementation recommendations*

Recommendation 43 page 110

That an Office of Departmental Review (ODR) is established within DAG&J reporting to the Director General to conduct operational performance review and investigative functions within the Principal Department; The ODR is the single business unit proposed in Recommendation 45 above which combines a number of functions from CSNSW, AG and JJ

Recommendation 44 page 111

That staffing arrangements for the "Office of Inspector" are as follows:

- *The Office of Inspector position is filled on a part time basis by an eminent person who brings high level skills appropriate to the defined role of "Inspector"*
- *The Office of Inspector has six staff, that is, an Executive Director, a Personal Assistant to service both the Inspector and the Executive Director and four support staff with a range of skills covering investigations, analysis and research.*

Recommendation 45 page 113

That the Office of Inspector is provided with access to the Offender Integrated Management System (OIMS) and the CSNSW intranet, subject to the usual security and privacy undertakings

Recommendation 46 page 115

That MOU's are entered into between the "Office of Inspector" and the Heads of Agencies in the Principal Department covering reviews, inspections, investigations, access to facilities, access to documents, information etc and access under agreed protocols by parties to the MOU's to the resources of the Office of Departmental Review as covered in this Report.

5.9 Other Matters

5.9.1 CSNSW Board of Management

Recommendation 47 page 116

That the designation of the Board of Management is changed to Executive Committee with a role statement that reflects the leadership outcomes as covered throughout this Report. The Executive Committee is constituted as follows:

Chair: Commissioner

Members:

- Assistant Commissioner Governance and Continuous Improvement
- Assistant Commissioner Security & Intelligence
- Assistant Commissioner Community Safety and Reintegration
- Assistant Commissioner Reducing Reoffending
- Assistant Commissioner Metropolitan Region
- Assistant Commissioner North - West Region
- Assistant Commissioner South - West Region

Ex-officio Member

- Head Combined Corporate Services entity

5.9.2 Ministerial Correspondence and other important written communication

Recommendation 48 page 117

That the issue of responsibility for Ministerial and other important correspondence / communication post the existence of the Division of the Office of Commissioner and Human Resources is listed for attention in the implementation plan for the recommendations contained in this Report. In planning it should be noted that Assistant Commissioners are agreed that:

- *Accountability for timeliness and quality of Ministerial and other important correspondence should rest with the most senior position (an Assistant Commissioner) in the operational area to which it relates. Commonsense arrangements will apply in nominating one senior officer to take responsibility where the matter touches upon more than one area*

- *There should be a relatively senior person in the Office of the Commissioner who is responsible for coordinating all such important correspondence and for clearing it through to the Commissioner*
- *In the event of the Office of Commissioner requiring changes to correspondence or if there are any other concerns these should be referred back to the Assistant Commissioners for attention. It should not be the responsibility of the Commissioner's office to rectify quality issues and or to rewrite correspondence and*
- *Less signatures mean more accountability and ultimately better outcomes*

5.9.3 Other Matters -"Civilianisation" of certain positions

Recommendation 49 page 118

That all positions in CSNSW Head Office and Regional Offices currently filled by "uniformed staff" including ranks of Superintendent and above be identified and reviewed to ascertain whether the roles of these positions require operational skills, training and experience. If not these positions should be "civilianised"

5.9.4 Abolishing four positions in custodial training

Recommendation 50 page 118

That four positions at the Corrective Services Academy are abolished as recommended by CSNSW due to reduction in custodial training requirements

5.9.5 Implementation Issues

Recommendation 51 page 123

That if the organisation structure recommendations in this report are adopted, then the appointed leadership team should revisit the vision, values and objectives in the light of the range of issues raised in this Report. If there is appetite for a more holistic involvement by CSNSW in the criminal justice system and relevant areas in social policy then the appointed leadership team should take this into account

Recommendation 52 page 123

That leadership and management role descriptions are re-specified to take account of the revised roles and performance requirements envisaged in the leadership and management structure proposed in this Report.

Recommendation 53 page 124

That senior positions within the CSNSW proposed organisational structure through to General Managers of Correctional Centres and District Managers of Community Offender Management are filled on a merit selection process based on re-specified role descriptions and performance criteria that reflect the intent of this Report.

Recommendation 54 page 124

That the Commissioner immediately following appointment of the new CSNSW Leadership team conducts an independently facilitated team building workshop for the Leadership Team to:

- *Develop mutual understanding of and commitment to the vision, values and objectives of CSNSW including providing the opportunity to refocus these if appropriate*
- *Commence the process for ongoing professional, trusting collegiate relationships within the Leadership Team and deciding mutually agreed ground rules / principles for relationships within the team and*
- *Explore the concept of organisational culture as it relates to CSNSW and ways to measure / quantify the existing and desired culture and to develop an initial strategy for a continuous improvement program*

Recommendation 55 page 125

That in addition to the facilitated team building workshop for the Leadership Team (Recommendation 57), \$250,000 is allocated for culture change, including staff development in key areas to support culture change initiatives in the first 12 month period following adoption of the recommendations in this Report. CSNSW Executive Committee should ensure that funds are budgeted for each year on an ongoing basis for staff development to support culture change

Recommendation 56 page 126

That planning for implementation of this Report's recommendations should be classified as a significant project and approached with professional Project Management methodology. It needs to be driven by the Commissioner and the Executive Committee with the assistance of a dedicated Project Manager and Project Team.

5.9.6 Estimated budget savings

Recommendation 57 page 131

That CSNSW review estimates of costs and savings in Section 11 of this Report together with the information contained in Appendix 3 to:

- a) Refine the figures having regard to salary on costs, the actual salary levels of positions to be abolished and make allowance for the cost of redundancies or salary maintenance for excess staff to arrive at more precise calculations relating to costs and savings and*
- b) Satisfy themselves that the financial outcomes arrived at by the Review Team are generally achievable. If significant concerns exist these should be addressed with the Review Team*

Recommendation 58 page 132

That CSNSW undertake reviews identified in Appendix 3 of this report to ascertain the extent of efficiencies / savings that can be achieved in the following areas:

- a) Employment of uniformed staff in Head Office – See Recommendation 53*
- b) Corporate Legislation and Parliamentary Support – Cost Centre 228 – the need for six positions identified in Appendix 3*
- c) Corporate Strategy- Cost Centre 225- the need for five positions identified in Appendix 3*

- d) *Executive Support – Cost Centre 201- the need for positions of Director Executive Services Branch Position No 17377 as part of the review recommended of Ministerial Services and Executive Officer Clerk Grade 9/10 14731 proposed for transfer to Combined Corporate Services – See Recommendation 52*
- e) *Finance- Cost Centre 286- the need for position of ID: 14400 Clerk in Appendix 3*
- f) *Ministerial Liaison Unit – Cost Centre 222- Ministerial Services to achieve efficiencies as proposed in the recommended arrangements – see Recommendation 52*
- g) *Operational Performance Review – Cost Centre - 251 - see recommendation 46 re establishment of Office of Departmental Review*
- h) *Operations Branch- Cost Centre 581 – the need for five positions identified in Appendix 3 that CSNSW proposes to transfer to CSI – See Recommendation 21*
- i) *PD Administration- Cost Centre 585 - position ID:17385 Admin Officer Appendix 3 –need for this position*
- j) *Sentence Administration Branch- Cost Centre 282 – the need for three positions CSNSW recommends can potentially be abolished as identified in Appendix 3*

Note: Section 7.2.1 of this report deals with the creation of a Combined Corporate Services Unit. It is assumed that the review to achieve this will be driven by the Principal Department.

Recommendation 59 page 132

That a review is undertaken concerning proposed rationalisation of southern court escort security, incorporating some issues at "Bateman's Bay" where it is estimated by CSNSW that savings in the order of \$2.00 million may be achieved

Recommendation 60 page 132

That a review is undertaken of the potential for savings in vehicles and equipment required for the mobile work camps. This review should consider the option of maintaining the camps in low cost accommodation in fixed locations in rural areas.

Recommendation 61 page 132

That Assistant Commissioners are consulted immediately concerning their suggestion that the Daily Incident Synopsis cease with resultant savings and no loss of effectiveness

6. The context for the Review

At the outset it became clear to the Review Team that various stakeholders hold negative perceptions in relation to some aspects of the performance of CSNSW. As the review progressed it also became apparent that within CSNSW there exists a relatively high level of frustration relating to culture within the organisation generally. It is the perception of the Review Team from a range of interactions with CSNSW senior staff that the existing culture does not facilitate appropriate empowerment of people in an environment of trust and that there exists an inappropriate level of "bureaucracy" that constrains timely and effective operational decision making.

To place the foregoing comments in context, this review has been conducted over a short time frame and it is not within the Review's Terms of Reference to examine the past or current performance of CSNSW. However, in meeting the review's Terms of Reference to recommend an appropriate structure for CSNSW such that it can achieve a

high performance culture, perceptions, particularly those of senior officers, relating to existing culture and performance need to be taken into account.

In relation to the above comments concerning culture and operations, to be fair to the leadership team of CSNSW, corrections is a very demanding and at times very stressful area of public administration. On a day to day basis significant operational issues can become "*all consuming*" for executives to the detriment of attention to critical leadership roles of vision, culture and encouraging the organisation's people. This imbalance between the functions of *leadership* and *management of operations* in the way leaders perform their roles can occur incrementally over time, generally due to the personal proclivity of individuals and or dysfunction in the way the organisation is structured.

In discussion with the Commissioner concerning organisational culture he drew attention to work where he has been instrumental in driving enhancements in work place culture within correctional centres. Indeed the significant downsizing that is taking place in custodial corrections without industrial disputation is testament to this. While this is an excellent achievement and a number of others are reported on below, in the context of this Review, the Review Team is required to report upon culture in a holistic manner as a product of leadership, management and structure.

In individual interviews with members of the senior management team and in workshops it was clear that recognition existed of a need for organisational culture enhancement within CSNSW and for significant change to organisational structure to clarify the roles of leaders and managers as a basis for a high performance culture. At the same time these officers presented passionately in relation to the achievements of CSNSW in recent years and are proud of their contribution to these achievements. They saw this Review as an opportunity to:

- Place on the record the many significant achievements of CSNSW in recent years in delivering safe, secure and humane management of offenders while reducing reoffending and enhancing community safety and
- Contribute their ideas to enhance the current organisation structure and management processes to achieve Review recommendations that would build on what has been achieved to date and position CSNSW to further enhance its service delivery into the future.

A number of officers expressed the view that they felt, for a variety of reasons, CSNSW's many achievements were not well understood outside of CSNSW. They say that the consequence of this is a mismatch between perceptions of their performance by various stakeholders and the reality of what is actually occurring.

Accordingly CSNSW provided the Review Team with a summary of significant achievements in their work to meet CSNSW Statement of Purpose, which is - *Corrective Services NSW delivers professional correctional services to reduce reoffending and enhance community safety*. This summary provided by CSNSW is included at Appendix 2 of this report. Key points from the summary follow:

- *Escapes have declined significantly over the last decade*

- *The number of inmate movements has progressively decreased over the last 3 years. Concurrent with this there has been an increase in the number of court appearances facilitated by video link*
- *In 2010/11, Corrective Services NSW recorded its lowest prisoner on officer assault rate. CSNSW maintained a nil record for serious assaults by a prisoner on an officer and has only recorded one serious assault by a prisoner on an officer in the last 10 years. All metrics were below the national average for the previous year*
- *The rate of deaths in custody attributed to unnatural causes (suicide, murder, drug overdose) has declined over the past decade*
- *Acts of Self-harm per 1000 admissions have fallen over the past three years*
- *CSNSW continues to report significantly higher completion rates for community corrections orders than the national average and these rates have been stable over the last 5 years in spite of the introduction of more rigorous monitoring of offenders by the Community Compliance and Monitoring Group*
- *Corrective Services NSW has developed a compendium of 45 approved or accredited rehabilitation programs for offenders. Significant resources have been re-allocated from custody to community to address historical funding bias and to reflect the emphasis on early intervention in the State plan and to support the program requirements of the Intensive Correction Order.*

In addition to these programs, CSNSW provides a comprehensive education and vocational training program auspiced by its own Registered Training organisation the Adult Education and Vocational Training Institute (AEVTI).

- *In 2010/11, Corrective Services Industries (CSI) continued to provide real work opportunities in 114 commercial business units and 58 service industries within 31 correctional centres. CSI's focus is to increase the number of inmate traineeships and work opportunities in the community for inmates upon their release.*

In 2010/11, CSI remained at the forefront of Australia's correctional industry programs, achieving 78 percent employment of the total available inmate population.

- *CSNSW is often compared unfavorably with other jurisdictions in relation to the rate of return to prison as reported in the Productivity Commission's Report on Government Services.*

The fact is that the NSW figure is higher than that for most other States or Territories. This is sometimes taken to mean that Corrective Services NSW is not performing as well as other correctional agencies with respect to rehabilitation programs. This inference is difficult to sustain as the return to prison rate is influenced by changes to policing and sentencing and to differences in the utilisation of imprisonment as a sanction.

The Report on Government Services also includes a measure based on the return of offenders to any corrective services order within 2 years. This was adopted in recognition of the fact that for the purposes of inter-jurisdictional comparison, the return to prison rate is a less accurate measure of reoffending than return to corrective services order as the likelihood of getting a prison sentence for the same offence will vary from State to State.

The NSW rate of prisoners returning to a corrective services order (prison or community) is marginally higher than the national average but lower than WA, South Australia and the NT.

Repeat offenders in NSW are significantly less likely to receive a community based order than repeat offenders in other States. This means that the 'return to prison rate' that is frequently cited when making adverse comparisons of correctional performance between NSW and other States is unreliable and

- In 2010/11, the overall recurrent cost per day per inmate remained well below the national average. Over the past 5 years, NSW has managed to decrease the real recurrent cost per prisoner per day from \$221.08 in 2005-06 to \$197.99 in 2009-10. A reduction of \$23.09.*

The Review Team records that it has not tested or validated the achievement claims made by CSNSW in the above summary. However, it is important in a review of this nature that recommendations build upon good work that is in place and seek to mitigate identified constraints that are inhibiting development of a high performance culture. The Review Team has endeavoured to do this.

At the time of commencement of the Review CSNSW was well advanced with a cost efficiency initiative to meet Government budget priorities. CSNSW provided the following information to the Review Team in relation to this initiative:

"CSNSW Efficiency Reforms

CSNSW has made substantial progress towards cost efficiency improvements in the last four months. This has built on the success of other workplace reforms that have driven down expenditure on overtime and reduced net operating expenditure.

Against the background of declining inmate numbers, CSNSW has been able to develop proposals to de-commission three correctional centres at Parramatta, Berrima and Kirkconnell and to disperse inmates into bed vacancies across the State. This initiative was approved through the NSW State Budget process announced on 6 September by the Treasurer. The combined savings arising from these closures including the deletion of 254 positions is \$23.3m per annum. From the date of the announcement in September it has taken only 4 weeks to close the centre redeploy all staff into vacant positions or offer voluntary redundancies.

In response to a further proposal before the Expenditure Review Committee (ERC) of Cabinet exploring options for outsourcing a range of correctional services, CSNSW sought approval to negotiate with the relevant unions to reduce the staffing levels and therefore the cost of operations of all centres and head office business units in lieu of the outsourcing strategy.

The ERC outsourcing option that had been independently reviewed by an external consultant at the behest of Treasury was estimated to have the potential of generating additional savings of \$28m per year.

CSNSW subsequent negotiations with the Public Service Association (PSA) has resulted in an MOU containing an unambiguous commitment to reduce up to 350 additional positions across the State, equating to savings of approximately \$31m per year to commence in 2011/12. The positions identified for deletion came from all divisions of CSNSW and were agreed to, following detailed risk assessment and local negotiation.

The PSA also agreed to enter into negotiations towards a single award with an ability to cash-out accumulated recreation leave. This would potentially save up to a further \$4m per year. A conservatively estimate of savings from the position deletions and other industrial reforms is \$33m per annum.

Throughout the negotiation process, the CSNSW executive maintained a transparent and co-operative dialogue with the union sub-branches that resulted in not a single day of industrial disruption.

External consultants engaged to review the costings associated with this alternative savings initiative and have now independently confirmed the quantum of the prospective savings. The two savings strategies (centre closures and workplace reforms) are projected to save a total of \$56.3m per year through the deletion of approximately 600 positions.

*In summary the proposals before Cabinet involving the closure of 3 centres and outsourcing of a range of correctional services were estimated to save **\$51.3m**. The final negotiated outcome between CSNSW and the PSA will save **\$56.3m** (3 centre closure \$23.3 plus IR Reforms \$33m). Not only has CSNSW been able reach a binding agreement on a strategy to exceed the Government's target, but the benefits realisation process is well advanced and this has been achieved through co-operative negotiations with staff and unions.*

*Over the past 5 years, NSW has managed to decrease the real recurrent cost per prisoner per day from **\$221.08** in 2005-06 to **\$197.99** in 2009-10. A reduction of **\$23.09** per prisoner per day;*

NSW reported the 4th lowest cost per prisoner per day with Victoria (\$240.66), WA (\$223.73), TAS (\$307.66) and the ACT (\$369.27) all reporting higher recurrent costs.

The savings strategies outlined above will further reduce net operating expenditure and have a corresponding positive impact on the cost per prisoner per day."

At the commencement of the Review CSNSW senior officers were heavily engaged in a range of significant and sensitive issues to ensure that implementation of the above initiatives proceeded efficiently and effectively. Nevertheless, they made time to assist with the Review in a good spirit of cooperation that was much appreciated by the Review Team.

7. Appropriateness of structure, staffing and activities of CSNSW Head Office

7.1 *Some principles underpinning consideration of the existing CSNSW Head Office organisation structure*

The Review Team has approached consideration of the appropriateness of CSNSW's organisation structure in the light of the following:

- The Purpose or Vision for the organisation
- The Values that the organisation aspires to work to. In CSNSW these values are prescribed as:
 - Justice and Equity**
 - Regard for community expectations and public interest
 - Safety, welfare and positive development of inmates and offenders
 - Secure and humane management of inmates
 - Commitment to cultural and linguistic diversity
 - Understanding of, and regard for, Aboriginal history and aspirations
 - Accountability and Transparency**
 - Continuous organisational improvement
 - Ethical use of public assets and resources
 - Quality in service delivery
 - Collaboration and Communication**
 - Engagement with relevant government and non-government agencies to achieve corporate goals
 - Effective and appropriate external and internal information exchange
 - Responsibility and Respect**
 - Professionalism
 - Safety and wellbeing of staff
 - Continuous learning and professional development
- The risk environment, including in particular in a human service delivery agency such as Corrective Services the issue of duty of care to the community, staff and offenders
- Governance requirements. In corrective services, given the potential for failure to humanely manage offenders in custody and the significant *duty of care* issues, to the community, staff and offenders there is a need for emphasis in governance on transparency in operations and for independent scrutiny of performance in a number of key performance areas
- An understanding of the concepts of *leadership* and *management* in the context of the organisation's needs and creating structures that as much as possible inhibit

the blurring of leadership and management roles. This is largely achieved by having relatively flat organisation structures that have:

- Leadership positions with responsibility and accountability to:
 - ✓ develop professional standards and key performance indicators that reflect the organisation's vision and values
 - ✓ interpret these together with professional standards and KPI's to managers
 - ✓ mentor and enthuse managers to translate the entirety of this into the work place and
 - ✓ monitor the performance of managers in achieving the desired operational outcomes
- Management positions appropriately empowered and held accountable for delivering effective and efficient services that reflect the organisations vision and values
- A commitment to research into best correctional practice and translation of this research into policies and practice as part of CSNSW's continuous improvement program

Evidence available to the Review Team from individual interviews and the outcomes of workshops with senior staff indicate that the current structure could be enhanced through:

- Better clarification of leadership and managerial roles generally
- More effective CSNSW wide financial management and budget control
- Reduced reporting layers for operational areas and
- Creation and or redefining the roles of some leadership positions within a revised structure to provide for:
 - Focus on development of policy, performance standards and professional leadership that better reflects the Vision and Values of CSNSW and research based best practice
 - An enhanced continuous improvement model and improved governance
 - Greater focus on reducing reoffending / successful reintegration through community based corrections and
 - Translation of Vision, Values and Continuous Improvement Initiatives into operational outcomes and for monitoring of these outcomes.

In considering enhancements to the current structure the Review Team has also taken into account decisions by:

- The Director General, DAG&J that there will be a sharing of certain corporate services across the Principal Department of AG, CSNSW and Juvenile Justice

This decision provides opportunities to eliminate duplication of services within the Principal Department thus enhancing efficiency. Effectiveness and efficiency can

be further enhanced through implementation of Service Level Agreements (SLA's) between the corporate services provider and users of services that will increase transparency relating to cost of services thus driving efficiency initiatives

- The NSW Government to create an "*Office of Inspector*" which will have jurisdiction over all correctional facilities, including all public and private sector prisons, juvenile justice centres, court custody centres, police cells managed by CSNSW, transitional centres, periodic detention centres, prisoner transport and support services, COSP facilities, and "residential facilities" as defined by the *Crimes (Administration of Sentences) Act 1999*.

This decision provides an opportunity to restructure the existing inspection, investigation and monitoring arrangements within AG, CSNSW and JJ to achieve enhanced governance.

Further, as covered previously the Review Team has been asked to examine:

- The appropriateness of the current arrangements relating to leadership for Community Offender Management and
- The appropriateness of the structure, staffing and roles of the Regional Offices and the scope for these to be abolished or rationalised with the Department's Head Office

7.2 Observations concerning the current CSNSW Organisation Head Office Structure, recommendations to reduce reporting layers, combine corporate services functions and delegate operational matters to regions

The higher level Head Office structure comprises the following direct reports to the Commissioner:

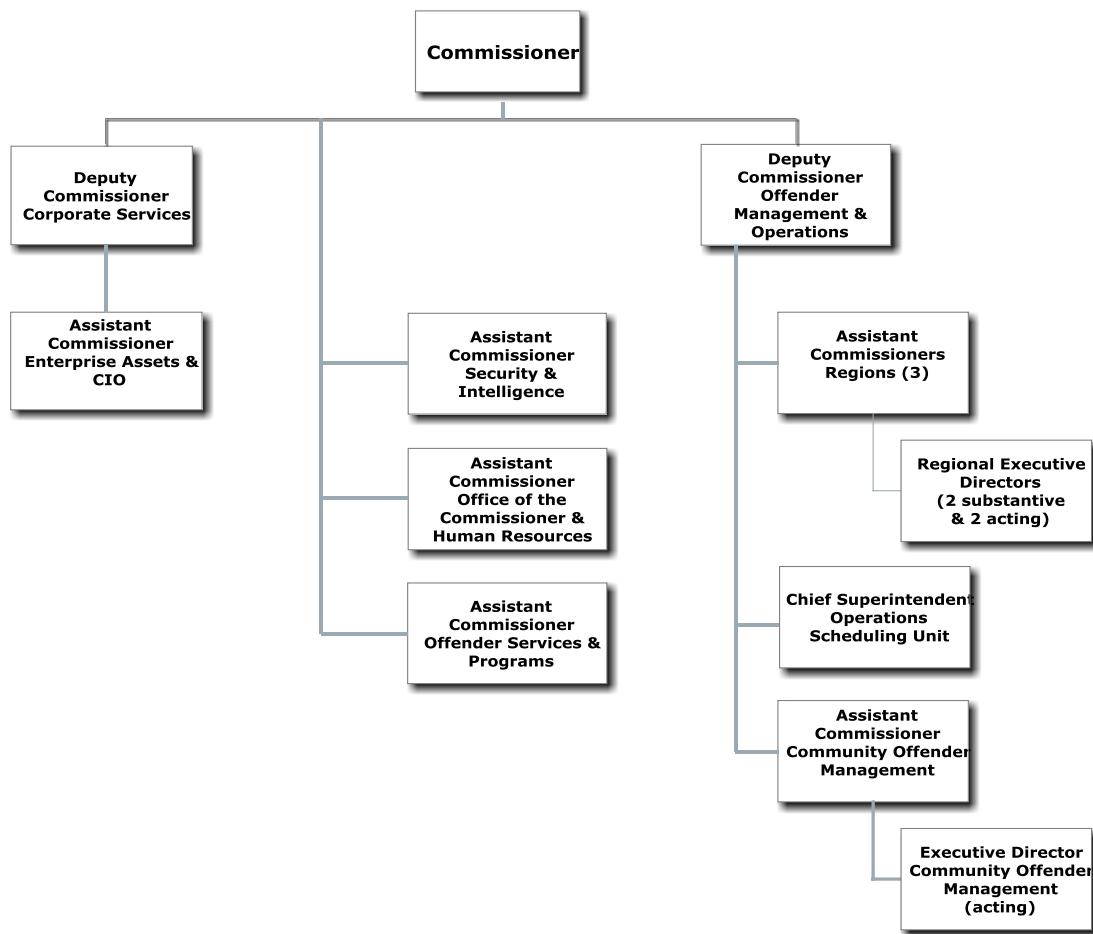
- Deputy Commissioner Corporate Services
- Deputy Commissioner Offender Management & Operations
- Assistant Commissioner Office of the Commissioner and Human Resources
- Assistant Commissioner Offender Services and Programs
- Assistant Commissioner Security and Intelligence and

The Audit and Investigations Branches also report direct to the Commissioner as does the Professional Standards Branch.

In addition to the above Head Office positions, a position of Assistant Commissioner Community Offender Management reports to the Deputy Commissioner Offender Management & Operations.

The three Regional Assistant Commissioners report to the Deputy Commissioner Offender Management & Operations.

The current CSNSW Organisation Chart showing Head Office and Regional Office SES positions follows:



Considering the above positions in the light of the Principles that should underpin an effective organisational structure as covered in Section 7.1 above, the following observations are made:

7.2.1 Deputy Commissioner Corporate Services and creation of Combined Corporate Services

The role of this position requires review in conjunction with the move to a *Combined Corporate Services* (CCS) function for the Principal Department represented by the *cluster* of AG, CSNSW and Juvenile Justice (JJ) with the aim of achieving efficiencies through eliminating duplication of services in the three Agencies of the Principal Department as mentioned in Section 7.1 above.

The Review of CSNSW Head Office is required to examine what Head Office functions could form part of a combined corporate services arrangement with the other DAG&J Divisions (Attorney General & Juvenile Justice). In addressing this matter the Review Team is mindful of a multi-agency shared services arrangement being implemented by

the NSW Government that includes the DAG&J. The Government's paper on shared services notes¹:

"In mid 2009, the NSW Government announced major improvements to the structure of Government, through amalgamating agencies into 13 clusters. Clusters contain a Principal Department and usually also include agencies and a range of other bodies, such as tribunals or statutory bodies.

The broader amalgamation reform program is designed so that NSW Government can deliver:

- *More integrated services;*
- *Stronger customer focus; and*
- *More efficient provision of Corporate and Shared Services.*

Fundamental to this reform is the need to consolidate the Corporate and Shared Services activities across the sector. Key outcomes sought in this reform include:

- *A more streamlined and standardised Corporate and Shared Services framework and service delivery;*
- *More efficient, low cost service and redirection of effort to front line services; and*
- *A focus on customer service and improving the Corporate and Shared Service experience.*

Corporate and Shared Services functions are currently provided in a fragmented way across the sector, with some provided internally and some externally to departments. There is a significant variation across the clusters in the maturity of expectations, understanding, delivery and usage of these types of services.

A key part of this reform requires the building of a whole of sector Blueprint, plans and independent benchmarking as part of the Corporate and Shared Services Reform Implementation Project.

The functions included within the scope of the Corporate and Shared Services Blueprint are:

1. *Finance*
2. *Human Resources Management*
3. *Industrial Relations*
4. *Occupational Health and Safety*
5. *Information Technology and Communications*
6. *Contracts and Procurement*
7. *Governance and Risk*
8. *Executive Services*
9. *Records and Knowledge Management*
10. *Property, Facilities and Fleet Management*
11. *Asset Management"*

¹ *Blueprint for Corporate and Shared Services in the NSW Government*, Department of Premier and Cabinet, 15 July 2010, p.4

It is evident that there are a number of "functions" in CSNSW and the other DAG&J Divisions that will be eventually absorbed into the Government's shared services arrangements. In considering what other DAG&J functions might be suitable for a combined corporate services arrangement within the Department, the Review Team was mindful of the following guidance in the Government's Blueprint for Corporate and Shared Services in the NSW:

"Accountability within a function may remain with a department, rather than be provided as a Corporate or Shared Services, where it:

- Is unique and critical to department and agency; and*
- Provides no benefit in aggregation."*

The Review Team has been provided with a communication from the Director General DAG&J to staff on Wednesday 19th October 2011 stating as follows:

*"Subject: Attorney General and Justice Cluster
Shared Corporate Services Update*

Since April 2011, I have been closely consulting across the Attorney General and Justice Cluster to bring a strategic focus to the establishment of shared corporate services. The Justice Cluster has unique workforce features and service delivery requirements that will require a customised response to how shared corporate services are configured and delivered. At the same time, such arrangements need to align with the Blueprint for Corporate and Shared Services in NSW and deliver significant enhancements in the efficiency and effectiveness of the delivery of corporate services across the Cluster.

To inform the consultation process, I arranged for an external review to be undertaken that looked at existing shared corporate services arrangements across the NSW Public Sector and nationally. This provided a level of analysis of the strengths of these different models and the lessons learned from their experiences. As a result, I have reached agreement with the Police Commissioner and the Chief Executive, Ministry for Police and Emergency Services that a shared services model based on centres of excellence rather than a single and separate shared services agency is the most appropriate for the Justice Cluster.

The work that now needs to be undertaken is to determine where best practice in the various corporate services functions lie, how that best practice measures up to industry best practice and the feasibility of that particular function/service being provided to the Cluster as a whole from that centre of excellence, irrespective of where it resides.

To inform this process, I have already established functional Director-level working groups to look at areas of best practice, opportunities for the adoption of common policies and standards and opportunities for improvements, efficiencies and savings. Many of you may already be involved in advising and supporting your Directors in this complex task. This work will be further informed by the whole of Government corporate shared services benchmarking exercise being undertaken by the Department of Finance and Services and the Hackett Group.

In the near future, I will be calling for expressions of interest for a Shared Services

Design and Implementation Program Director and moving to recruit a Director of Shared Corporate Services. These roles will form the leadership team that will continue the consultation process and take carriage of progressing the corporate shared services reform program for the Cluster.

I acknowledge that corporate shared services reform is a complex undertaking and that proper consultation with staff and unions will be an important part of the reform process. I will keep you informed of developments.

*Laurie Glanfield
Director General"*

A Workshop of CSNSW and DAG&J senior officers facilitated by the Review Team on 30th September 2011 identified the following functions to be considered for inclusion in a Combined Corporate Services Unit within the Principal Department. The indication of "possible savings" is speculative at this stage for most of the functions identified and must not be taken as a budget commitment. However, some functions have been explored as part of the Review and, as covered later in this report, in those areas savings have been quantified:

FUNCTION	POSSIBLE SAVINGS ✓ Possible ? Unsure	COMMENTS
IT&C	✓	
HR	✓	
OH & S	✓	
Industrial relations	✓	
Finance	✓	
Asset management	✓	
Learning and development	✓	Excludes CS Academy
Legal	✓	
Audit & risk management	✓	
Sentence administration	✓	
Staff A & D testing	?	
Offender programs development	?	May share in part with JJ
CALD	?	
Corrective Services Support Line	?	
Inmate transfers & escorts	?	Possible share with JJ
Corruption prevention	✓	
Investigations	✓	

FUNCTION	POSSIBLE SAVINGS ✓ Possible ? Unsure	COMMENTS
CSNSW newsletter	✓	
Ministerial Liaison Unit	?	
Parliamentary/legislative support	✓	
Libraries	✓	
Indigenous policy & programs	?	
Media liaison	✓	
Policy (non-operational)	✓	
Professional/ethical standards	✓	
Operational reviews	?	May go to Inspector
Official Visitors	?	May go to Inspector
Court cells inmate supervision	?	
Restorative justice	✓	
Regional Offices	?	Share with JJ & Courts
Research & statistics	✓	

The Workshop agreed that before any decisions are made on including particular functions in a combined corporate services arrangement, each proposal would require a business plan covering matters such as:

- Set-up costs (accommodation, IT, assets, etc.)
- Possible future recurrent expenditure savings
- Implementation options (timing, phasing, etc.)
- Risk management plan
- Staffing implications (including salary parity between agencies and
- Industrial relations issues.

The Workshop also agreed that there would need to be some mechanisms for bringing the parties (CSNSW, AG & JJ) together to work through the issues that are likely to arise in creating a combined corporate services arrangement within the Department. Such "*mechanisms*" might include:

- A strategic project plan
- Joint experts' working parties on various functions
- A senior management project steering committee and
- An independent "umpire" to negotiate/resolve roadblock issues if they arise and to generally oversight the probity and fairness of the process for all concerned parties.

The communication by the Director General of 19th October 2011 recorded above is relevant in this regard.

It is important to note that just because a function has been designated as a *combined corporate service* does not mean that staff engaged in that function will necessarily be physically moved from their current location. It may simply mean that they have a different reporting line.

Under the proposed CCS model, CCS will provide services to the three Agencies in exactly the same way that services are now provided from the three separate corporate services units but more cost effectively. In CSNSW, being the largest Agency in the Principal Department, it is highly likely that most CCS staff will remain in place in their current locations. Services will continue to be provided in the same manner and for managers and staff it should be business as usual in terms of the provision of services from CCS.

Given that CCS is providing services across the Principal Department it is appropriate that the Head of CCS will report to and be accountable to the Director General DAG&J for the effectiveness and efficiency of CCS.

For CSNSW, to drive efficient use of certain services, Service Level Agreements (SLA's) may be entered into between the user of the service and the provider CCS that specifies the quantum, quality and cost of services. This is discussed later in this Report, particularly in relation to increased autonomy at Correctional Centre and COM District level.

As recorded above the Director General has a strategy in place to advance the Shared Services Design and Implementation Program that will take account of the specific business needs of CSNSW. Accordingly recommendations in the Report are premised on the assumption of a CCS being in place.

Therefore, this Report does not deal with the role of the Deputy Commissioner Corporate Services or the SES position within that Division of Assistant Commissioner Enterprise Assets & CIO. However, as covered above, via a workshop process with CSNSW senior officers a list of functions has been generated as appropriate for consideration for transfer to a CCS.

As mentioned above there are a number of areas where a further review of specific functions may realise savings as a consequence of creating a Combined Corporate Services Unit. However, the Review Team was advised that the position of Project Officer (Assets) can be abolished from CSNSW Corporate Services immediately the recommendations in this report are approved.

Recommendation 1

That the position of Project Officer (Assets), Asset Management is abolished

Saving:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
285 Asset Management	Project Officer (Assets) ID: 13366	Clerk Grade 7/8	\$86,498

Estimated time line to achieve saving: 2 to 6 months

7.2.2 Deputy Commissioner Offender Management and Operations

Reporting to the Deputy Commissioner OM&O are the:

- Assistant Commissioner Community Offender Management
- Assistant Commissioner North West Region
- Assistant Commissioner South West Region
- Assistant Commissioner Metropolitan Region
- Operations Scheduling Unit
- Operations Branch and
- Custodial Policy Branch

The Division manages Custodial Services and Community Offender Management centrally and through three Regional Offices. Regional Offices are a specific component of the Review addressed elsewhere in this report.

However, the existence of the Regions creates a number of complex reporting lines from the Regional Assistant Commissioners and their Regional Executive Directors to the Deputy Commissioner OM&O on custodial matters and to the Assistant Commissioner Community Offender Management (ACCOM) on Community Offender Management matters. There are also a number of positions located in Regional Offices that do not report to the Regional Office but to other Divisions (e.g. Corporate Services).

Also, as there is no custodial services equivalent of the ACCOM, all the custodial functions (Operations Scheduling Unit, Operations Branch & Custodial Policy Branch) report direct to the Deputy Commissioner OMO.

Given that the Division is intended to, as far as possible, integrate custodial and community offender services, it is not clear why there are separate policy branches for each component (Community Offender Management Policy Branch & Custodial Policy Branch). Nor is it clear why there is a (custodial) Operations Branch with 15 staff positions when "*operations*" are, or should be, a field responsibility over-sighted by the regional Assistant Commissioners.

A further issue is the Operations Scheduling Unit headed by a Chief Superintendent (SES-level officer). There are also two other funded uniformed positions, a General Manager Roster Support Unit and a Superintendent. This unit administers the Statewide custodial rosters system. The Review Team's opinion is that this function does not require the services of a very senior custodial officer to direct it or other uniformed staff to assist in its administration.

The Review team understands that the reason for this occurring in CSNSW is to ensure that there is sufficient custodial authority at a high level to direct appropriate staffing practices in correctional centres when attempts are made at local level to either

unnecessarily restrict operations or to not take advantage of the use of casual staff or resort to excess overtime when high levels of staff absences occur.

Later in this Report recommendations are made to give far greater operational authority and accountability to Regions and to management of Correctional Centres, including in the area of budget management. The role of a Chief Superintendent and other uniformed staff in Head Office as described above is incompatible with the model of regional and correctional centre accountability proposed in this Report.

Initial enquiries by the Review Team indicate that the positions of Chief Superintendent, the General Manager Roster Support Unit and the Superintendent can be abolished when the recommendations in this report are adopted.

The Review Team's understanding is that the Operations Scheduling Unit can be effectively managed by the existing position of Director, Custodial Operations Support, Senior Officer Grade 2.

Further, in the opinion of the Review Team some functions the Offender Management & Operations Division performs can cease and others should be transferred to appropriate functional areas within CSNSW.

The Review Team is of the view that having this operational responsibility at such a high level in the organisation has caused a level of dysfunction in operational areas and unnecessary loss of operational autonomy in the regions.

The review has found that having a position in Head Office of Deputy Commissioner Offender Management and Operations is not compatible with the principle of having operational authority at the lowest possible level in the organisation. Its current functions should be transferred to appropriate operational areas and the position abolished. This action would also result in the abolition of some positions reporting to the Deputy Commissioner position.

Recommendation 2

That the position of Deputy Commissioner Offender Management and Operations is abolished and that the operational functions reporting to it are transferred to the appropriate operational areas

Saving:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
581 Operations Branch	Deputy Commissioner Offender Management and Operations ID: 16576	SES Level 6	\$342,850

Estimated time line to achieve saving: 2 to 6 months

Recommendation 3

That within the Operations Scheduling Unit the positions of Chief Superintendent, General Manager Roster Support Unit and Superintendent are abolished

Savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
583 Operations Scheduling	Chief Superintendent Central Rostering ID: 16777	SES Level 3	\$221,300
583 Operations Scheduling	General Manager Roster Support Unit ID: 18074	General Manager	\$159,632
583 Operations Scheduling	Superintendent ID: 19271	Senior Correctional Manager Support	\$146,474
Total Saving this recommendation			\$527,406

Estimated time line to achieve saving: 2 to 6 months

7.2.3 Assistant Commissioner Community Offender Management

This position reports to the Deputy Commissioner Offender Management and Operations. Abolition of the Deputy Commissioner position as recommended above would allow for the Assistant Commissioner Community Offender Management to report direct to the Commissioner.

The Review Team believes this to be an essential outcome for a variety of reasons as covered later in this report. However, there is a need for a senior position that combines custodial and COM policy functions as well as providing conceptual leadership for COM. This results in a recommendation later in this Report for replacement of this Assistant Commissioner position by a position with an expanded role.

7.2.4 Assistant Commissioner Office of the Commissioner & Human Resources

Reporting to the Assistant Commissioner OCHR are the following Branches:

- Human Resources
- Executive Services
- Commissioner's Media Unit
- Corporate Legislation & Parliamentary Support
- Corporate Strategy
- Corporate Research, Evaluation & Statistics
- Statewide Administration of Sentences & Orders
- Operational Performance Review and
- Major Projects.

As previously noted in the section dealing with the Corporate Services Division, there are a number of human resource functions in the OCHR Division that should be moved to the proposed Combined Corporate Services entity. This would effectively reduce the Division to the "Office of the Commissioner".

However, there are other anomalies in the structure of this Division that require comment:

7.2.4.1 Statewide Administration of Sentences and Orders Branch (SASO)

Assistant Commissioners proposed to the Review team that in the event the Office of Commissioner and Human Resources Division is abolished SASO would be more appropriately located in the proposed Governance Division given the administrative nature of the work and the requirement for total accuracy.

A location also needs to be found for the Parole Secretariat.

The opinion of the Review Team is as follows:

SASO

SASO should be located in the proposed Combined Corporate Services entity. In the proposed CSNSW organisation structure care has been taken to ensure that the Assistant Commissioners in Head Office have little or no line management operational responsibility. The position of Assistant Commissioner, Governance and Continuous Improvement will have significant responsibilities to develop enhanced governance systems and to drive cultural change across CSNSW.

Locating SASO in the Governance Division is not compatible with these responsibilities and would distract the Assistant Commissioner from the core responsibilities of the Division. The Review Team has been advised that previously SASO was located in Corporate Services.

Parole Secretariat

It is important that the Parole Secretariat is seen to be operating independently from areas within CSNSW that can be seen to have influence or make recommendations relating to prisoners' applications for parole. In Queensland for example the Parole Secretariat was funded by Corrective Services but was located in a separate building and reported to the part time Chairman of the Parole Board. For administrative matters such as staff leave, salary matters, resourcing etc the Secretary of the Parole Board reported to the head of Corporate Services.

Recommendation 4

That with abolition of the Office of Commissioner and Human Resources Division the Statewide Administration of Sentences and Orders Branch (SASO) is located in the proposed Combined Corporate Services entity and the Parole Secretariat is responsible to the Chairman of the Parole Board with corporate services support from the proposed Combined Corporate Services entity.

7.2.4.2 Corporate Research, Evaluation & Statistics Branch

The focus of this Branch is on correctional services, not general corporate activities. It would be better located in the proposed *Reducing Reoffending Division* to strengthen the

Division's currently limited research and evaluation capability. This is dealt with later in this Report.

Also, while it is understood the CSNSW provides reoffending data to the NSW Bureau of Crime Statistics and Research (BOCSAR), other NSW agencies (police & courts) provide BOCSAR with a comprehensive range of criminal justice system data which can be used by BOCSAR in the conduct of cross-agency research.

The inclusion of corrective services in the criminal justice data set would also provide the Department and the Government as a whole, with a single, authoritative set of data from a body that is independent of the individual contributor agencies and is highly regarded in the criminal justice community in Australia for its data integrity and research work.

7.2.4.3 Operational Performance Review Branch & Investigations Branch

The Operational Performance Review Branch (prison/COM reviews, contract monitors) reports to the Assistant Commissioner OCHR while the Investigations Branch is a direct report to the Commissioner. Given that every investigation can be viewed as a micro review, and investigations can lead to wide-ranging reviews, there is a strong case for combining these functions. This would also allow for multi-skilling of investigators and reviewers to undertake both roles.

Under the proposed new organisation structure a combined review and investigations unit is recommended, reporting to the Director General.

7.2.4.4 Corporate Legislation & Parliamentary Support Branch

The functions of this branch are aligned to similar functions within the Department of Attorney General and Justice and should be reviewed as part of a broader strategy to improve coordination of legislative, policy and Parliamentary services across the Department. Similar comment is made in relation to the Legal Services Branch, which would benefit from being part of a broader whole of Department approach to litigation and legal services. These areas are best reviewed as part of the Combined Corporate Services Strategy.

Recommendation 5

That the functions of the Corporate Legislation and Parliamentary Support Branch and the Legal Services Branch are reviewed as part of the Combined Corporate Services Strategy

7.2.4.5 Executive Services Branch

The Branch comprises the:

- Ministerial Liaison Unit (MLU)
- Corrective Services Support Line (CSSL) – inmate telephone "hot line" and
- Official Visitor Support Unit (OVSU).

Concerning the Ministerial liaison Unit, later in this report a recommendation is made relating to a review of how Ministerial and other important correspondence are dealt with. This review will most likely see greater accountability for quality and timeliness of

this correspondence resting with senior CSNSW officers in functional areas. The structure and location of this Unit will be dealt with by the proposed review.

The OVSU is recommended for transfer to the proposed Office of Departmental Review recommended later in this Report where the function will contribute to the monitoring of Correctional Centres².

In relation to the Corrective Services Support Line (CSSL) this service was initiated as a pilot program in 2003 and subsequently made available at all correctional and transitional centres. The Department of Corrective Services 2003/04 Annual Report stated that *"The evaluation of the pilot program indicated that CSSL is an important resource for inmates when they have taken action but not been able to get their problems resolved or determined"*.

CSNSW advises that *"a further consideration in the establishment of the service was to reduce the number of complaints being escalated to the NSW Ombudsman. The number of calls to the CSSL annually far exceeds the number of calls to the Ombudsman (4,214 in 2010/11)"* and

"Importantly, the CSSL provides an immediate point of contact for inmates who may be angry, fearful or anxious. Inmates are able to talk to someone about their difficulties rather than lashing out in frustration. Their problems are addressed directly thus contributing to a more humane corrective services environment and preventing the compounding of problems experienced by inmates due to the consequences of the frustration and resentment that would otherwise develop."

Prior to the introduction of the CSSL, complaints that were not resolved at the correctional centre tended to escalate either to the NSW Ombudsman, the Minister for Justice or the Commissioner of Corrective Services, taking many months to achieve a conclusion and drawing far more heavily on the resources of CSNSW."

These protracted complaint resolution processes create far greater stress on the inmates causing further problems, particularly for them, but also often for their families, and for the staff who manage them in correctional centres" and

"In the last three financial years, the CSSL has received an average of more than 5,400 calls from inmates."

During 2010/11 the CSSL answered 5,730 telephone calls from inmates in correctional centres, an increase of 19% on the number received in 2009/10. Of these, 1,776 (30%) were recorded as complaints. The highest number of complaints was about inmate property, medical issues, placement, unfair treatment, and occupational health and safety issues."

The CSSL is operated by a staff of five; a Coordinator, Clerk Grade 9/10; a Team Leader, Clerk Grade 5/6 and three Client Services Officers, Clerk Grade 3/4. In 2010/11 it had a budget of \$513,834, and expenditure was \$511,662".

² In WA, VIC & QLD Official Visitors report to the portfolio Minister via, and supported by, an "inspectorate" type office in each jurisdiction similar to the CSNSW Operational Performance Review Branch. This is intended to distance Official Visitors from the operational arm of the agency that they report on.

Notwithstanding the above reported benefits, the Review Team considers that a plan should be developed to cease this service and achieve savings of \$0.511 million for the following reasons:

- The thrust of the recommendations in this report is to move to an outcome where correctional centres are operated effectively and efficiently by their Managers, without micro-management from Head Office, in accordance with policies and procedures that place emphasis upon the humane treatment of prisoners. This approach will be supported by a robust system of monitoring both within the correctional centres, by an Office of Departmental Review and by an Inspector of Custodial Services. In addition prisoners will continue to have access to Official Visitors and to the Ombudsman
- Prisoners should be encouraged to make use of the avenues afforded them under the above arrangements which are designed to ensure that prisoners concerns are dealt with effectively by the people responsible for their custody and care with the safety nets provided by Official Visitors and the Ombudsman. This governance framework, working properly, should bring action to bear quickly to rectify concerns / failures. To provide an opportunity to prisoners to bypass local management and or Official Visitors and the Ombudsman with their complaints / concerns or in many cases to duplicate these via another system that involves Head Office in micro-management issues in correctional centres is inefficient and causes time wasting and frustration for local management.
- While the \$ cost of the CSSL is stated as \$0.511 million, it would be fair to say that it generates considerably more expenditure in dealing with the follow up work arising from its existence. The opinion of the Review Team is that this expenditure on the CSSL is not necessary given the other checks and balances in an effectively operating system.

It is appreciated that sudden cessation of the CSSL could cause controversy. It is suggested that it should be phased out as recommended below.

Recommendation 6

That the Corrective Services Support Line (CSSL) function is transferred to the proposed Office of Departmental Review (ODR) recommended later in this Report. That the Officer in Charge of ODR develops a plan, in consultation with key stakeholders, to phase out the CSSL over a 12 month period as part of the implementation plan for recommendations made in this Report

Savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
217 Corrective Services Support Line	Coordinator CSSL ID: 14744	Clerk Grade 9/10	\$98,159
217 Corrective Services Support Line	Team Leader ID:14745	Clerk Grade 5/6	\$75,870

Cost Centre	Position Title	Position Classification	Saving not inc on costs
217 Corrective Services Support Line	Client Service Officer CSSL ID: 14746	Clerk Grade 3/4	\$63,781
217 Corrective Services Support Line	Client Service Officer CSSL ID: 14747	Clerk Grade 3/4	\$63,781
217 Corrective Services Support Line	Client Service Officer CSSL ID: 14748	Clerk Grade 3/4	\$63,781
Total savings			\$365,372

Estimated time line to achieve saving: 6 – 12 months

7.2.4.6 Commissioner's Media Unit

There are six positions in this Unit. As covered later in this Report it is recommended that three positions remain in this Unit and that three positions are abolished.

7.2.4.7 Major Projects Branch

This Branch undertakes a range of management and support projects with an agency-wide focus. Although the title of the Branch may imply otherwise, it is not involved in capital works projects. It is currently engaged in developing and implementing a State-wide video conferencing network to reduce the need for inmates to be transported, sometimes long distances, for court appearances and to provide another means of providing professional services to prisoners and staff in regional areas.

The Branch has four funded positions. A Manager Video Conferencing, Senior Project Officer, Project Officer and an Admin Officer, Video Conferencing. The Review Team is satisfied on the available information that the positions of, Senior Project Officer and Admin Officer, Video Conferencing can be abolished and the remaining two positions transferred to the Combined Corporate Services Unit.

Recommendation 7

That the positions of Senior Project Officer and Admin Officer, Video Conferencing, Major Projects Branch are abolished and the positions of Manager Video Conferencing and Projects Officer are transferred to the proposed Combined Corporate Services Unit (Video Conferencing Section)

Savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
239 Commissioner's Projects	Senior Project Officer ID: 17894	Clerk Grade 9/10	\$98,159
239 Commissioner's Projects	Admin Officer Video Conferencing ID: 17918	Clerk Grade 5/6	\$75,870
Total saving this recommendation			\$174,029

Estimated time line to achieve saving: 2 to 6 months

7.2.4.8 Superintendent, Office of the Commissioner & Commissioner's Intelligence Analyst

The Superintendent's position has several diverse roles, including security-related functions³ that appear to overlap or duplicate functions performed by the Assistant Commissioner Security & Intelligence. (The Position Description says that this position is the Principal adviser to the Commissioner on such matters). The Superintendent also has a number of "liaison" and "oversight" roles that, from the information available to the Review Team, require further specification to form a judgement as to the need for these functions to reside in the Commissioner's Office.⁴ For example:

- "CSNSW strategic liaison officer with senior law enforcement officials"
- "Liaison with Investigations Branch"
- "Oversight & management of high profile inmate groups"
- "Consultation with the NSW Ombudsman and law firms" and
- "Oversight of the CSNSW Museum."

The Superintendent also manages the Visitors' Restrictions Office that provides a Statewide system concerning members of the public who, for various reasons, have restrictions placed on them regarding visits to inmates. While this is an important function, it is essentially a security/intelligence-related operational matter that could be undertaken by the Security & Intelligence Division.

The Commissioner's Intelligence Analyst has an extensive list of intelligence-related duties all of which would normally be undertaken by a Security & Intelligence Division. Aside from duplication, there is a potential risk of the Commissioner being provided with different advice from different sources.

³ For example: "Support functions to the Commissioner on security issues", "Management of State wide covert security operations".

⁴ Brief provided to the Review by the Assistant Commissioner Office of the Commissioner and Human Resources (undated) entitled *Overview – Role of the Assistant Commissioner Office of the Commissioner and Human Resources*.

In keeping with the principles outlined previously in this Report, the Commissioner's role is to provide Leadership for the organisation, to mentor other leaders and to hold them and their managers to account for operational performance. Having operational functions within the Office of the Commissioner is incompatible with this model and places the Commissioner in an invidious position should operational failures occur in the Commissioner's Office.

Recommendations relating to the above positions are made later in this Report.

In summary, the Review Team can find no justification for the Office of the Commissioner and Human Resources Division to exist as a separate entity within the CSNSW Head Office when all its core functions can be effectively performed in the appropriate functional areas of CSNSW.

Recommendation 8

That the position of Assistant Commissioner and the Division of Office of the Commissioner and Human Resources is abolished and that the functions reporting to it are reallocated to other areas as recommended throughout this Report

Saving:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
201 Executive Support	Assistant Commissioner Office of the Commissioner and Human Resources ID: 16887	SES Level 4	\$241,250

Estimated time line to achieve saving: 2 to 6 months

7.2.5 Assistant Commissioner Offender Services & Programs

This position is responsible for a number of functions that generally sit well together. However, the Review Team believes that the title and structure of the Division does not adequately address the contribution it makes to the corporate goal of reducing reoffending. Notwithstanding that it provides or manages a number of rehabilitative services to offenders, there is no clear "*statement*" about reducing reoffending.

Also, the Division is lacking in research and evaluation capacity that is essential for an organisation engaged in the development and application of "*best practice*" for offender services and programs. This capacity can be achieved by utilising resources currently under the Assistant Commissioner, Office of the Commissioner and Human Resources (proposed to be abolished) that can be used to better effect in this Division.

Recommendations relating to the above matters are made later in this report where a new organisational structure is dealt with.

7.2.6 Assistant Commissioner Security & Intelligence

Reporting to the Assistant Commissioner SI are the:

- Corrections Intelligence Branch

- Security Branch
- Court Escort Security Branch and
- Special Purpose Centre (SPC) Cluster (three Correctional Centres).

The Statewide operational units that make up the above Branches are:

- Corrections Intelligence Group
- State Emergency Unit (response to major incidents)
- Drug Detector Dog Unit
- Court Escort & Security Unit (includes management of transport vehicle fleet)
- State Armoury and Mechanical Security
- Fire Control Unit
- Tactical Training Unit and
- Security Technology Section.

Even though all other Correctional Centres are managed through the Regional Offices there are particular security-related operational reasons for the SPC reporting to the ASCI that should not be disclosed in this Report.

This Division performs a range of State wide functions where in the interests of effectiveness and efficiency it is appropriate to combine these under one leadership position. Also given the very sensitive, high-risk nature of a number of the functions it is appropriate that this leadership position report to the Commissioner.

In the new organisation structure proposed later in this report, this position remains as the Leadership Team member that provides essential operational custodial and security input to highest level decision making relating to policies, standards, KPI's and governance issues.

As shown later in this Report where the new organisational structure is discussed, some functions from the Commissioner's office are recommended for transfer to this Division as well as certain responsibilities attaching to the Community Compliance Monitoring Group (CCMG).

The Division's structure and resourcing is dealt with later in this Report.

7.2.7 Executive Director Professional Standards

This position is responsible for:

- Professional Standards (includes corruption prevention)
- Integrity Management and
- Work Place Relations (includes IR & OHS)

The Corruption Prevention Branch has three positions, a Supervisor Clerk Grade 9/10 and two Ethics Officers, Clerk Grade 9/10. From discussions with senior CSNSW staff the Review Team is satisfied that one position of Ethics Officer can be abolished.

Concerning Professional Standards, following consideration of its functions and discussions with the Executive Director, Professional Standards Unit and CSNSW Assistant Commissioners it is recommended that the Unit be transferred to the proposed Governance Division.

Recommendation 9

That a position of Ethics Officer, Clerk Grade 9/10, Corruption Prevention Branch is abolished; The remaining two positions in this Branch together with the positions in Professional Standards and Integrity Management Branches are transferred to the Governance Division recommended to be created later in this Report

Saving:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
249 Corruption Prevention Unit	Ethics Officer ID: 14527	Clerk Grade 9/10	\$98,159

Estimated time line to achieve saving: 2 to 6 months

Work Place Relations Branch should be relocated to the proposed Combined Corporate Services entity. From discussions with senior CSNSW staff the Review Team is satisfied that in making this transfer three positions from the Branch's establishment of 18 positions can be abolished. These positions are Senior Manager Industrial Relations, Senior Manager Staff Health Services and Senior Industrial Officer.

Recommendation 10

That Work Place Relations Branch is transferred to the proposed Combined Corporate Services Unit. In achieving this transfer the three positions of Senior Manager Industrial Relations, Senior Manager Staff Health Services and Senior Industrial Officer are abolished

Saving:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
275 Work Place Relations	Senior Manager Industrial Relations ID: 18407	Clerk Grade 11/12	\$119,149

Cost Centre	Position Title	Position Classification	Saving not inc on costs
275 Work Place Relations	Senior Manger Staff Health Services ID: 18410	Clerk Grade 11/12	\$119,149
275 Work Place Relations	Senior Industrial Officer ID: 10288	Clerk Grade 9/10	\$98,159
Total saving this recommendation			\$336,457

Estimated time line to achieve saving: 2 to 6 months

8. Review Team's assumptions and considerations relating to development of a new organisational structure

As part of considering the implications of the recommendations in Section 7.2 to abolish certain positions and transfer various functions to other areas (including the creation of a Combined Corporate Services entity), the Review Team took account of the need covered in Section 7.1 above for:

- *Better clarification of leadership and managerial roles generally*
- *More Effective CSNSW wide Financial Management and budget control*
- *Reduced reporting layers for operational areas and*
- *Creation and or redefining the roles of some leadership positions within a revised structure to provide for:*
 - *Focus on development of policy, performance standards and professional leadership that better reflects the Vision and Values of CSNSW*
 - *An enhanced continuous improvement model and improved governance*
 - *Greater focus on reducing reoffending / successful reintegration through community based corrections and*
 - *Translation of Vision, Values and Continuous Improvement Initiatives into operational outcomes and for monitoring of these outcomes.*

In the context of "reduced reporting layers for operational areas" mentioned above, the TOR requires the Review Team to examine "the appropriateness of the structure, staffing and roles of the Regional Offices and the scope for these to be abolished or rationalised with the Department's Head Office".

Essentially, the Review Team found that:

- The way that roles and functions of certain senior positions in Head Office and Regional Offices are structured is such that the capacity for effective and efficient

performance at the operational level in Correctional Centres and COM Districts is degraded

- There is a need to significantly increase the operational autonomy and accountability of Correctional Centre General Managers and District Managers of COM and
- Given the geographic spread of CSNSW facilities and Offices and the complexity of operations, a senior regional presence is required to support Correctional Centre General Managers and District Managers of COM in translation of Vision, Values and Continuous Improvement Initiatives into operational outcomes as well as to monitor performance

A further consideration was the requirement under the TOR to review the "*leadership for Community Offender Management (COM)*". The Review Team considered issues such as:

- The role of COM
- Should COM remain with CSNSW
- Advantages and disadvantages of COM's current organisation structure/arrangements
- How could the current operating model for COM be improved and
- Community Corrections Monitoring Group (CCMG)

The above considerations are dealt with in Section 8.3.1 of this report. The Review team came to the position that:

- COM should remain with CSNSW for effectiveness of service delivery to achieve a reduction in reoffending
- The current emphasis upon driving an integrated approach to custodial and community based offender services should continue
- The current arrangements where the Assistant Commissioner, COM reports to the Deputy Commissioner, Offender Management and Operations is dysfunctional for COM
- The role and structure of Regional Offices in servicing Custodial Services and COM requires fundamental change to add value to operations and
- The CCMG should be mainstreamed as much as possible into COM operations

8.1 An appropriate organisation structure for a modern correctional services agency

Taking account of the foregoing, synthesizing information derived from individual interviews of senior officers and from workshops and then (in the context of the needs of a modern corrective services agency) the Review Team applied its collective experience to identify:

- Functions that require conceptual and professional leadership from Head Office
- How best to translate the conceptual and professional output from Head Office to Field Operations and to monitor practice to ensure that operations reflect conceptual and professional intent and
- How best to empower/ resource Correctional Centres and COM Districts to deliver effective and efficient operations that reflect the Vision and Values of CSNSW

This analysis led the Review Team to the framework for a structure as follows:

Location	Function	Responsibility/ Accountability
Head Office	<ul style="list-style-type: none"> • Vision, Values • Legislation • Continuous Improvement • Governance including Contracts and Performance Specifications for Correctional Centres and COM Districts • Research, evaluation, statistics • Policies and best practice for Community Safety and Re-integration • Policies and best practice for Reducing Reoffending • Policies and best practice for Security and Intelligence & provision of State wide services in defined areas 	Conceptual and Professional Leadership of these functions
Head Office and Operations (Correctional Centres and COM Districts)	<ul style="list-style-type: none"> • Financial Management • Human Resources • Industrial Relations • Facilities • Information Technology • Performance Monitoring 	Effective and efficient systems that support service delivery needs
Regional Offices	<ul style="list-style-type: none"> • Translation of Vision, Values and Continuous Improvement Initiatives into operational outcomes • Governance, risk management & Monitoring of Correctional Centre and COM Districts Contracts / Performance Specifications • Senior staff selection & performance review • Demand Management & initiatives to drive greater use of COM • Macro budget issues • Defined intelligence functions • Specific investigations 	<p>Professional Leadership as a strategic Regional Support Service to Correctional Centres and COM Districts</p> <p>In effect provides the essential link between Head Office policy function and field operations in terms of what should happen at the work face and monitoring whether in fact it is happening</p>

Location	Function	Responsibility/ Accountability
Correctional Centres and COM Districts	<ul style="list-style-type: none"> • Effective and efficient operation of Correctional Centres and COM Districts in accordance with Contracts and Performance Specifications for these Facilities/ Districts • Service Level Agreements with Combined Corporate Service entity for Finance, H.R. etc <p>Note: - Require dedicated Quality Assurance resource</p>	Professional Management and Leadership of Correctional Centres and COM Districts

The chart that follows the notes below depicts the way the Review Team envisages that the various functions would relate in a structural sense. This is not a typical hierarchical structure. It is built around concepts of:

- **A Commissioner as a Leader and Mentor who drives:**
 - Vision, Values and Continuous Improvement
 - Chairs Executive Committee
 - High Level CEO Functions
- **"Thought Leaders" in Head Office reporting to the Commissioner who drive:**
 - Governance including Contracts and Performance Specifications for Correctional Centres and COM Districts and continuous improvement
 - Community Safety and Re-integration
 - Reducing Reoffending
 - Security and Intelligence
- **Leaders in Regions who drive:**
 - Translation of Vision, Values and Continuous Improvement Initiatives into operational outcomes
 - Governance, risk management & Performance Monitoring of Correctional Centre and COM Districts Contracts / Performance Specifications
 - Senior staff selection & performance review
 - Demand Management & initiatives to drive greater use of COM
 - Macro budget issues
 - Defined intelligence functions
 - Specific investigations
- **Managers/ Leaders at Correctional Centres and COM Districts who drive:**
 - Effective and efficient operation of Correctional Centres and COM Districts in accordance with Contracts and Performance Specifications for these Facilities/ Districts
 - Where appropriate Service Level Agreements with Combined Corporate Service entity for Finance, H.R etc

- **A Combined Corporate Services Entity responsible to the Director General, DAG&J that:**

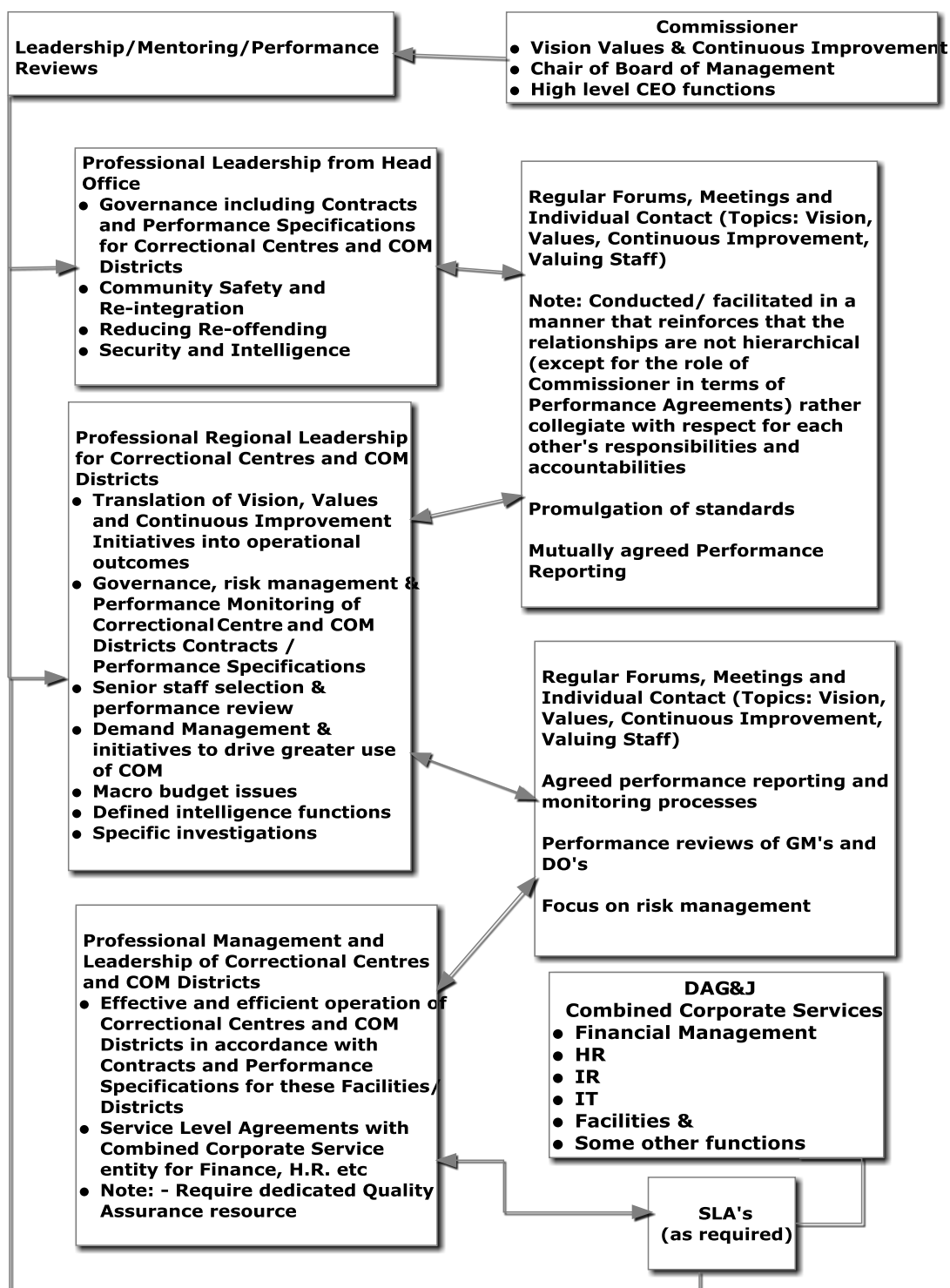
- Provides defined high quality corporate services to CSNSW, under Service Level Agreements where appropriate, through effective and efficient systems that support service delivery needs in areas of:
 - ✓ Financial Management
 - ✓ Human Resources
 - ✓ Industrial Relations
 - ✓ Facilities
 - ✓ Information Technology and
 - ✓ Some other functions

As well, later in this report the issue of external scrutiny and its relationship to governance within CSNSW is dealt with.

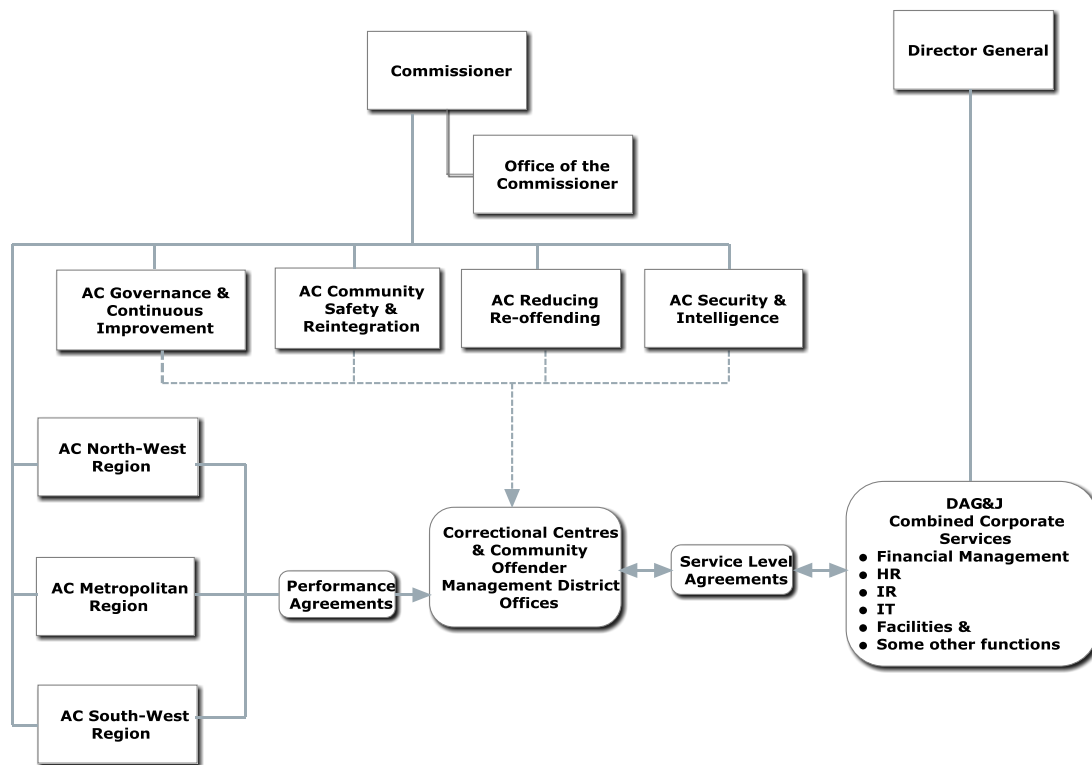
The envisaged relationship of functions is shown in the chart on the following page. The proposed Organisation Chart for CSNSW follows the functional relationship chart.

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Envisaged Relationship of Functions



Organisation Chart Showing Senior Positions Responsible for CSNSW Functions as Envisaged by the Review Team



Recommendation 11

That the functional relationships and proposed new organisational structure outlined in this Section of the Report is adopted

Following is a synopsis of the envisaged functions attaching to the above positions together with recommendations for creation and or re-designation of relevant senior positions.

8.2 Governance and Continuous Improvement

A function led by an Assistant Commissioner responsible for developing and driving implementation of high quality governance systems and continuous improvement across CSNSW. This work will be done within the Vision and Values framework incorporating risk management, performance standards, KPI's, monitoring and performance reporting systems and interface with external agencies of scrutiny.

This position will have carriage of development of contracts and performance specifications for Correctional Centres and COM Districts similar to those in place for privately managed correctional facilities. The aim is to move to a planned outcome where all correctional services, whether delivered by public or private sector providers, have common governance systems and are subject to similar performance and monitoring standards.

In this regard it is desirable to have a focus on quality management systems within the various operational arms of custodial and community corrections to drive compliance with policies and management decisions at the work face.

The Review Team was provided with an extensive array of governance material representing both the structure and output of CSNSW's governance processes. It is clear from the material that CSNSW expends a considerable amount of resources in its efforts to ensure good governance through various committees and reporting systems. The paper output is extensive and daunting from the perspective of analysis. The Review Team has not attempted to analyse the governance process nor how well it is linked to CSNSW's risk management plan and continuous improvement program.

However, as an observation from a preliminary study of the material presented, it is suggested that there could be benefit in a fundamental review of CSNSW's governance systems with the aim of rationalising systems and processes within a clearly articulated framework linked to risk management and continuous improvement strategies to achieve cost effective, user friendly outcomes.

This position will also have an important role in supporting the Commissioner in driving continuous improvement across CSNSW. Governance systems must not be static systems. This leader needs to "*profile the future*" in relation to the most appropriate structures to deliver corrective services and ensure that governance responses can respond to and support changed circumstances.

The Assistant Commissioner, Governance and Continuous Improvement will have the support of a direct report of an Executive Director Continuous Improvement which is a re-designated and expanded role for the position of Executive Director, Learning and Staff Development responsible for the Corrective Services Academy. Continuous improvement encompasses:

- Setting a measurable vision for staff behaviours in CSNSW that reflects a desired organisational culture
- Regular measurement of current culture as defined by the perceptions of staff as to the behaviours they feel they are expected to exhibit in the work place
- Developing and driving implementation of strategies to move the current culture towards the desired culture as reflected in the vision. Desirably these strategies should include cognitive change training for staff at all levels from Commissioner to the work face to provide understanding that:
 - The way people at all levels think drives the way they behave
 - The way people think is governed by the store of knowledge in their sub-conscious that creates their self belief and expectations as to what they believe they are capable of achieving and

As part of the training to achieve this understanding, provide the tools for staff at all levels to change their beliefs and increase their expectations of what they are capable of i.e. enhanced self-efficacy. (Montana Corrections USA is a model for corrections best

practice in this area where it has been applied to both staff and offenders with outstanding results reported. **Note:** Knowledge Consulting declares that it has a commercial interest in the type of intervention applied in Montana Corrections)

As one senior CSNSW officer eloquently put it during interview, *"a strong focus on continuous improvement at leadership level is essential to counter the magnetic pull - back to mediocrity"*.

Strong evidence exists from studies in the corporate and public sectors that positive organisational cultures deliver significant improvement in productivity. CSNSW's continuous improvement strategy must be founded in a commitment by all CSNSW Leaders to an approach to culture enhancement that is founded in objective understanding of the drivers of current culture, clarification of the characteristics of the desired culture and strategies to reduce negative drivers and to enhance positive drivers of culture.

Recommendation 12

That a position of Assistant Commissioner, Governance and Continuous Improvement is created as a direct report to the Commissioner responsible for:

- Developing and driving implementation of high quality governance systems across CSNSW within the Vision and Values framework. This to include a review of CSNSW's governance systems with the aim of rationalising systems and processes within a clearly articulated framework linked to risk management and continuous improvement strategies to achieve cost effective, user friendly outcomes*

This should include exploring the option of moving from paper based systems to electronic monitoring and reporting systems that facilitate real time interrogation by authorised officers and external agencies of scrutiny

- Achieving a planned outcome where all correctional services, whether delivered by public or private sector providers, have common governance systems and are subject to similar performance and monitoring standards*
- A focus on quality management systems within the various operational arms of custodial and community corrections to drive compliance with policies and management decisions at the work face and*
- Supporting the Commissioner in driving continuous improvement across CSNSW*

Cost:

Cost Centre	Position Title	Position Classification	Cost not inc on costs
N/A	Assistant Commissioner Governance ID: Not allocated	SES Level 4	\$241,250

Estimated time line to commencement of increased cost: From date of appointment

Recommendation 13

That CSNSW's continuous improvement strategy is founded in a commitment by all CSNSW Leaders to an approach to organisational culture enhancement where there is objective understanding of the drivers of current culture, clarification of the characteristics of the desired culture and strategies to reduce negative drivers and to enhance positive drivers of culture

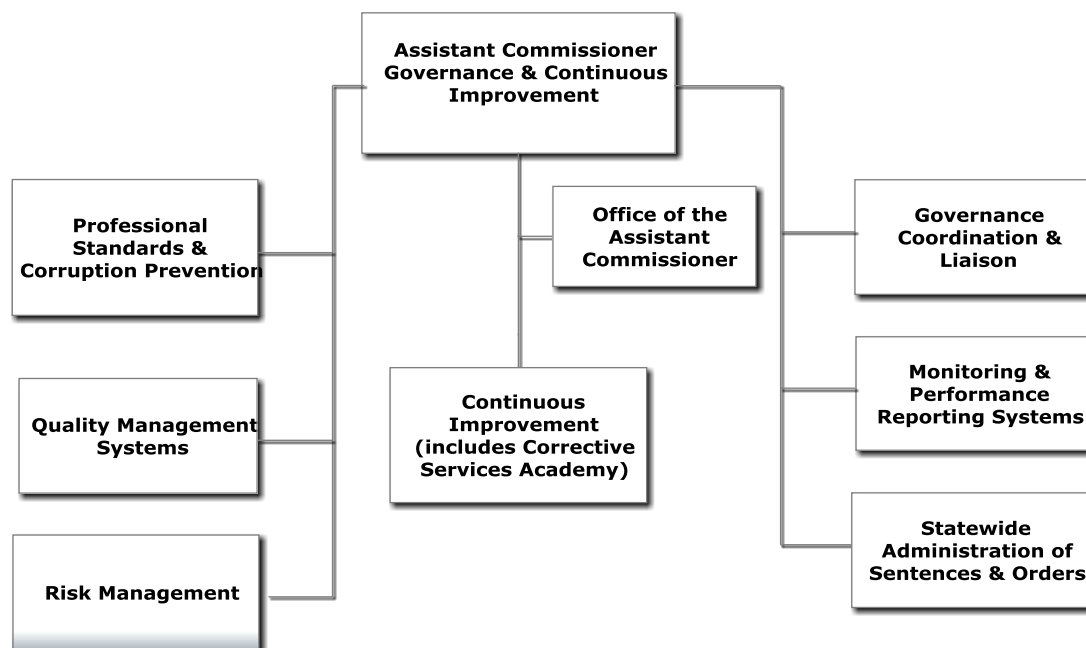
Recommendation 14

That the position of Executive Director, Learning and Staff Development, responsible for the Corrective Services Academy be replaced by a position of Executive Director, Continuous Improvement with an expanded role to assist the Assistant Commissioner, Governance and Continuous Improvement in driving continuous improvement across CSNSW.

Recommendation 15

That the Assistant Commissioner, Governance and Continuous Improvement assisted by the Executive Director, Continuous Improvement, and working with CSNSW Executive Committee develops a culture enhancement strategy for CSNSW

Organisation Chart - Functional Structure under Assistant Commissioner Governance



Staffing levels within this Division need assessment. In this context, the Review Team has conducted a preliminary analysis of the roles carried out by staff of the Operational Performance Review Branch. On the basis of this analysis it seems that the role of six of these positions relates to review and investigative functions while 14 relate to governance functions.

These 14 positions have a total budget in the order of \$1.40 million. The Assistant Commissioner's position is costed at \$241,250.00.

Recommendation 16

That a review is conducted to develop a Business Case including the organisation structure and positions required for the Governance division. The review is required to achieve the most cost effective outcome utilising current resources working in governance related functions e.g. 14 positions in the Operational Performance Review Branch plus undoubtedly positions in other Branches. If additional resources are required above current resources then this will need to be justified via the Business Case.

Note: *An allowance has been made in Section 11 of this report dealing with budget for the cost of the position of Assistant Commissioner Governance and some additional funds above this if justified by the Business case for "quality Management and monitoring systems".*

8.3 Community Safety and Reintegration

A function led by an Assistant Commissioner to:

- Provide conceptual leadership for the Community Offender Management function
- Drive integrated policy development across custodial and community corrections in the areas of community safety and reintegration of offenders into society. Achieves this by working with fellow members of the Executive Committee and through the Regional Assistant Commissioners and senior Regional Staff
- Contribute to development of performance standards and KPI's by the function under the position of Assistant Commissioner Governance recommended above
- Work in close collaboration with the position of Assistant Commissioner, Reducing Reoffending recommended below, particularly in relation to programs and initiatives that enhance community safety and reintegration of offenders into society
- Work in close collaboration with the Assistant Commissioner, Reducing Reoffending, Assistant Commissioner Security & Intelligence, the Assistant Commissioner, Enterprise Assets & CIO and senior officers responsible for infrastructure within the proposed Combined Corporate Services entity to envisage CSNSW's correctional infrastructure needs into the future for both custodial and community corrections.

Note: Apart from quantum and location of infrastructure, this envisaging needs to be creative in considering the type, size and nature/ role of custodial and community facilities that best support CSNSW's goals of reducing reoffending

while preserving staff and community safety. For example, Knowledge Consulting's view is that CSNSW and other correctional jurisdictions should examine the costs and benefits of phasing out large custodial correctional facilities and replace these with much smaller purpose built facilities to suit the needs of particular offender categories.

In the opinion of Knowledge Consulting there is great potential for benefits in terms of cost savings, staff morale and better outcomes for rehabilitation in taking a new path with correctional services infrastructure. This is an important responsibility for this position.

- Reviews operational outcomes against intended policy outcomes

Note: The roles proposed above relating to *"policy development across custodial and community corrections"* and *"to envisage CSNSW's correctional infrastructure needs into the future for both custodial and community corrections"* has the following advantages:

- Provides for conceptual leadership in relation to integrated policy development across custodial and community corrections which should further enhance CSNSW's commitment to and the effectiveness of the *"through care"* model
- Provides a single leadership reference point under the proposed new role for Assistant Commissioners in the regions, who with their support staff, will be responsible for assisting with translation of policy into Correctional Centres and COM Districts
- CSNSW has worked effectively over recent years to achieve greater integrated effort at the operational level between Custodial Corrections and COM. Having a single leadership position in Head Office working on policy for Custodial and Community Corrections supports this approach and
- Provides potential for development of innovative options for infrastructure based on a holistic view of custodial corrections and COM needs

Recommendation 17

That the position of Assistant Commissioner, Community Offender Management is replaced by a position designated as Assistant Commissioner, Community Safety and Reintegration reporting direct to the Commissioner to provide conceptual leadership for the Community Offender Management function and to drive integrated policy development and performance standards across custodial and community corrections in the areas of community safety and reintegration of offenders into society.

The role of this position will include envisaging CSNSW's future correctional infrastructure needs for both custodial and community corrections.

Note: No increased cost in this recommendation

Recommendation 18

That a review is conducted to develop a Business Case including the organisation structure and positions required for the Community Safety and Re-integration Division. The review is required to achieve the most cost effective outcome utilising current resources working in functions proposed for the Community Safety and Re-integration Division. If additional resources are required above current resources then this will need to be justified via the Business Case.

Note: An allowance has been made in Section 11 of this report dealing with budget for some additional funds if justified by the Business case.

8.3.1 Issues in Community Offender Management that pertain to the position of Assistant Commissioner Community Safety and Reintegration

Community Offender Management (COM) is the division of Corrective Services NSW (CSNSW) that is responsible for managing offenders in the community under a range of orders, as directed by the Courts. This role includes the provision of advice to sentencing and releasing authorities and a range of supervision regimes that are tailored to the individual offender's risk of reoffending and dangerousness.

Approximately two thirds of sentenced offenders managed by Corrective Services are managed in the community. However, CSNSW has been working towards increasing the proportion of offenders managed on community based orders relative to custodial orders. At any point in time approximately 16,000 offenders are managed in the community and 32,000 reports are prepared for courts and releasing authorities per annum.

Over the last five years, significant reforms have been initiated and implemented by CSNSW to improve services to offenders on community based orders. The impetus for change emerged from a number of independent reviews of the operations of CSNSW and in particular Community Offender Management. These have included reviews by the Independent Commission Against Corruption (ICAC), the Council on the Cost and Quality of Government, the NSW Auditor General and Mr Vernon Dalton, a retired senior public servant.

The aim of the reforms undertaken to date is ultimately to:

- Enhance community safety by addressing offending behaviour and improving the quality of supervision and monitoring;
- Increase public and judicial confidence in the administration of community based sentences with a view to decreasing reliance on custodial sentences

Evidence made available to the review Team show that the reforms delivered to date have resulted in:

- A more seamless delivery of services to those offenders who move between community and custodial based orders

- The implementation of a single evidence based framework for the delivery of services and programs to offenders managed in both the community and in custody
- The full integration of all business areas responsible for the management of offenders in custody and the community which has reduced corporate overheads and
- A significant resource enhancement for Community Offender Management, in the order of \$16.00 million.

In spite of the foregoing achievements advised by CSNSW, the Review Team has identified a feeling of disenchantment within COM management and staff in relation to a range of current organisational arrangements, including where COM is not represented on the Executive Committee. This is in spite of considerable effort by the Commissioner over recent years to address budget issues within COM and to achieve an integrated approach in the delivery of correctional services with closer working relationships between COM and custodial services.

Because of this feeling of disenchantment it is useful to consider issues inherent in the current organisational model for COM.

COM services are delivered through a tiered management structure with the coal face being offices reporting operationally to three Regional Assistant Commissioners who in turn report to the Deputy Commissioner Offender Management and Operations. Also reporting to the Deputy Commissioner is the Assistant Commissioner Community Offender Management who has overall responsibility for management of COM service delivery, including policy and standards.

Advantages and disadvantages of the current model

Any discussion of advantages and disadvantages of management models must be tempered by the recognition that the same element or feature may be seen by some observers as an advantage while others may hold an entirely different opinion. In other words, advantages and disadvantages are not absolute or mutually exclusive and both may be real or perceived.

Perceived advantages of the current model

The current model provides a continuum of service delivery (end-to-end) from sentencing to completion of orders with or without a period of imprisonment. The integration of COM with the custodial services arm of CSNSW allows for the development of single case plans for offenders rather than separate "*community*" and "*custodial*" case plans that is common practice in jurisdictions with separate services. It also allows for individual programmatic needs of offenders to be managed seamlessly across the two services.

Other advantages of the current model are:

- Breaking down of role stereotyping between community and custodial services, often seen in non-integrated jurisdictions ("*care bears*" and "*screws*"), by having

staff from both services working together cooperatively on a common purpose in Regional Offices and Correctional Centres

- The development of a through-care culture rather than separate service silos that are a danger in non-integrated models ("*them and us*")
- Opportunities for staff from both services to share knowledge, skills and experience
- Greater opportunities for staff to move between the services and enhance their skills and knowledge
- Multi-skilling of staff (community & custody) gives the organisation much more flexibility to meet emerging demands in both services
- Greater opportunities to share and or shift resources according to needs and priorities and
- COM access and contribution to the corrective services intelligence system which is uncommon in other jurisdictions (usually only prison services).

Perceived disadvantages of the current model

Some senior managers believe that the current model does not provide a "*clear voice*" or identity for COM in the organisation in that the Assistant Commissioner COM reports to the Deputy Commissioner Offender Management and Operations who also has responsibility for the State's 35 public prisons and a range of associated support services.

In all correctional systems prisons are the organisation's "*Achilles heel*" from a risk management perspective, and as such, tend to be the focus of attention for senior managers with operational responsibilities. It is, therefore not surprising that some COM staff see themselves as the "*poor cousins*" in CSNSW, dominated by the custodial arm in thoughts and actions.

Other perceived disadvantages of the current model are:

- Belief that the perceived risk adverse/punitive culture associated with prisons has or could dominate the relatively less punitive, more welfare focused culture traditionally associated with community correctional services in NSW and other jurisdictions
- COM has lost its public identity/profile as a result of integration
- Regional Office Executive Directors can be distracted from COM by correctional centre business and issues
- The Regional Office structure can inhibit the reallocation of resources (staff & budget) within and between Regions when COM priorities change rapidly and

- Business units are not properly integrated within COM as a result of dual lines of reporting and management (Regional Assistant Commissioners and Assistant Commissioner COM).

How could the current model be improved?

The Review Team did not find any evidence to suggest that the integration of service delivery (community and custodial) at Regional Offices was not working satisfactorily. Regional Assistant Commissioners and COM senior managers are highly supportive of that aspect of the model.

There is no support, at senior management level, both custodial and community, for a return to direct reporting of COM field units to CSNSW Head Office. However, as mentioned above a concern has been expressed that the current model does not provide a "*clear voice*" or identity for COM in the organisation. The Review Team believes that this perception needs to be addressed in relation in any recommended improvements to the current model.

Community Offender Management – what should it look like?

The Review Team conducted a workshop where participants were asked to think about the leadership of COM within CSNSW and describe what attributes of good leadership were needed to ensure that COM could make an effective contribution to the corporate goals of reducing reoffending and enhancing community safety.

Key messages that came out of the workshop were:

- Need to provide leadership which gives operational independence
- Need to look at focused leadership
- Leadership needs to contribute to and articulate a vision and direction for COM within the port folio
- Need to provide a "*voice*" for COM
- Leadership needs to provide direction, consistency and clarity for COM
- Leadership needs expertise and knowledge in COM functions and
- COM needs a strategic presence in CSNSW, the Department, other government services and NGOs.

While not explicitly stated in the workshop, the foregoing messages reflect views independently gathered by the Review Team (and referred to above) relating to the perceived "*status*" of the Assistant Commissioner COM who currently reports to the Deputy Commissioner Offender Management & Operations rather than direct to the Commissioner as do three other Assistant Commissioners and an Executive Director.

The Review Team Leader met with staff representatives of COM who raised concerns in relation to the functioning of COM and a recommendation is made later in this Report that the Executive Committee place high priority on addressing COM staff concerns

through organisational culture change strategies that focus on "*inclusiveness*" thus demonstrating to COM staff that they are valued members of the CSNSW team.

An important role of the proposed position of Assistant Commissioner, Community Safety and Reintegration will be to provide conceptual leadership for COM policies, ensure policies are translated into practice and that the needs of COM are appropriately recognised in CSNSW's continuous improvement program.

In terms of rehabilitation of offenders and their effective reintegration into society, an effective and efficient system of Community Offender Management is vital to CSNSW achieving its key objectives, including reducing the high cost reliance on the sentencing option of custodial services.

The Review Team has been advised that the concept of COM or sections of it being relocated to other areas of public sector administration has been raised from time to time. Certainly this is a view that some staff representatives seem to be attracted to. The Review team suspects that this feeling is driven to some extent by the organisational arrangements referred to above and a feeling / perception that senior CSNSW management does not take an "*inclusive*" approach in dealing with COM issues as demonstrated, in the view of staff representatives, by poor communication processes.

No doubt senior CSNSW management representatives would have arguments against the above assertions. Nevertheless these perceptions exist in COM and when considering organisational culture *perceptions* held by staff represent *reality* for work place culture.

There is no support at all in the CSNSW senior management team for removing COM, or parts of COM (e.g. Probation & Parole), to another Department or elsewhere within the Department of Justice & Attorney General. It is argued that:

- COM is a vital part of the continuum of correctional services aimed at reducing reoffending and enhancing community safety
- It is important that there is a relatively seamless relationship between all elements in the continuum and that the various elements work in concert, are evidence based and take a holistic approach to underlying criminogenic factors. These outcomes are enhanced by a single point of conceptual leadership driving evidence based research and good practice across the continuum of service delivery
- Available resources must be utilised in the most effective and efficient manner. Separation of any of the components of COM that are currently integrated with CSNSW would unnecessarily increase administrative overheads as well as creating inefficiencies due to creation of unnecessary "*silos*" thus adversely affecting the current relatively seamless nature of service delivery
- CSNSW has invested heavily and to good effect in a "*through care*" model of service delivery that is enhanced by the current integrated service delivery model

It is instructive to note that despite intense and constant external scrutiny of corrective services in NSW no independent body has advocated the separation of Community Offender Management from CSNSW.

The Review Team from its combined experience supports the arguments advanced above for retention of all elements of COM within CSNSW.

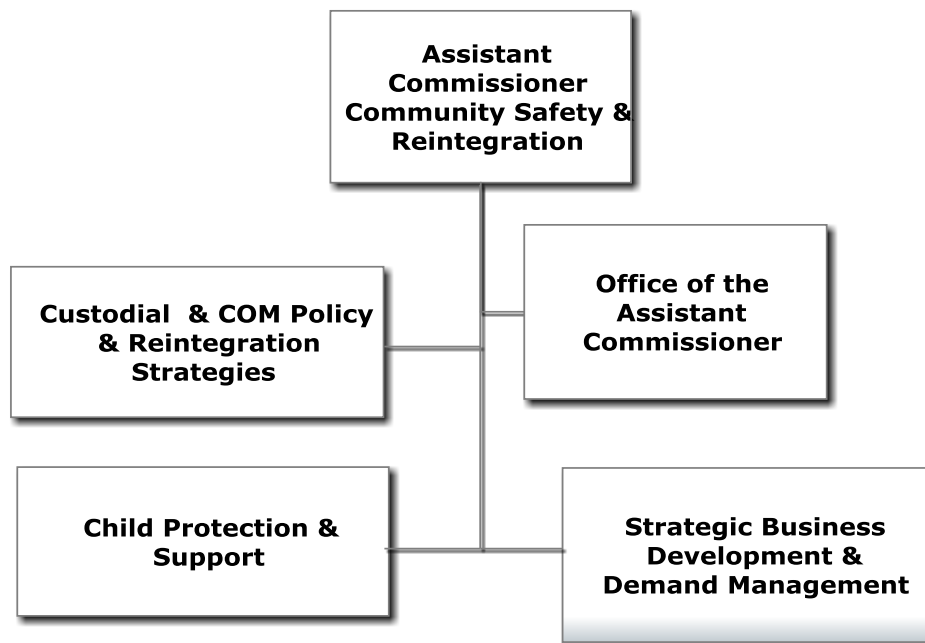
Recommendation 19

That Community Offender Management should in its entirety remain the administrative responsibility of Corrective Services NSW

Recommendation 20

That the appointee to the proposed position of Assistant Commissioner, Community Safety and Reintegration take note of the issues covered in this section of the Report and engage proactively within the Executive Committee to drive culture change and continuous improvement in Community Offender Management based in effective leadership that creates a culture of "inclusiveness" for COM staff in CSNSW

**Organisation Chart - Functional Structure under Assistant Commissioner
Community Safety and Re-integration**



8.4 Reducing Reoffending

A function led by an Assistant Commissioner to:

- Drive high quality applied research and evaluation across all levels of CSNSW's functions to ensure that those responsible for operations are provided with the best possible "tools" to use with offenders to assist them to achieve a law abiding lifestyle

- Lead the following functions either specifically directed at reducing reoffending or supporting CSNSW and community efforts in this area:
 - Offender Services & Programs
 - Corrective Services Industries
 - Offender Classification & Placement
 - Restorative Justice
 - Women's Advisory
 - Child Protection Coordination & Support
 - Aboriginal Support & Planning
 - Chaplaincy
 - Partnerships & Community Engagement

In addition to the foregoing, in discussion with senior CSNSW officers it was agreed that the Infrastructure Support Unit currently reporting to the Deputy Commissioner, Offender Management and Operations should transfer to Corrective Services Industries. Work carried out by this Unit would be subject to project management guidelines and requirements as established by Enterprise Assets and approved by CSNSW Executive Committee.

Recommendation 21

That the Infrastructure Support Unit currently reporting to the Deputy Commissioner, Offender Management and Operations is transferred to Corrective Services Industries. Work carried out by this Unit is to be subject to project management guidelines and requirements as established by Enterprise Assets and approved by CSNSW Executive Committee.

CSNSW senior officers have agreed that the following positions can be abolished as consequence of this transfer of function:

Savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
581 Operations Branch	Superintendent ID: 10433	Senior Correctional Manager Support	\$146,474
581 Operations Branch	Director Operations Support ID: 10420	Clerk Grade 11/12	\$119,149

Cost Centre	Position Title	Position Classification	Saving not inc on costs
581 Operations Branch	Senior Projects Officer ID: 15911	Clerk Grade 9/10	\$98,159
581 Operations Branch	Senior Projects Officer ID: 15913	Clerk Grade 9/10	\$98,159
581 Operations Branch	Executive Officer ID: 17863	Clerk Grade 9/10	\$98,159*
581 Operations Branch	Executive Assistant to DCOM&O ID: 15970	Clerk Grade 7/8	\$86,498
581 Operations Branch	Executive Officer ID: 14316	Clerk Grade 7/8	\$86,498
581 Operations Branch	Admin Officer ID: 18069	Clerk Grade 5/6	\$75,870+
581 Operations Branch	Admin Assistant ID: 18070	Clerk Grade 7/8	\$63,781
Total saving this recommendation			\$872,747

Estimated time line to achieve saving: 2 to 6 months

*The Commissioner advises that this position is required to be retained to assist with the devolution of responsibilities to the Regions as proposed in this Report. It is considered that this can be achieved within the 6 months time line above.

+The Review Team is advised that the Commissioner wishes to retain this position and transfer it to his Office to support the position of Budget Officer in his Office. The Review Team has not seen arguments to support this proposal.

There are five remaining positions in the Infrastructure Support Unit. The position numbers for these positions in Cost Centre 581 are 18610, 15913, 17343, 17342 and 17032. The Commissioner advises that these should be retained and transferred to CSI. However, the Review Team believes that this needs to be explored further before a final decision is reached. The salary cost of these five positions in total is **\$547,018** plus on costs.

Recommendation 22

That discussion is held with relevant senior officers concerning the five positions available for transfer to CSI to arrive at a decision as to the number of these positions required in CSI

The position of Assistant Commissioner, Reducing Reoffending will work closely with colleagues in the senior management team of CSNSW in areas of Security, Community Safety and Re-integration, Governance, Continuous Improvement and Regional Leadership to ensure that their endeavours are underpinned by evidence based research and that outcomes are rigorously evaluated and published.

Many of the functions envisaged for this role are currently performed by the Assistant Commissioner Offender Services and Programs. While these functions generally sit well together, the Review Team believes that the title and structure of the Division does not adequately address the contribution it makes to the corporate goal of reducing reoffending. Notwithstanding that it provides or manages a number of rehabilitative services to offenders, there is no clear "*statement*" about reducing reoffending.

In the proposed new organisation structure this Division would be renamed as the *Reducing Reoffending Division* with additional roles and responsibilities, in particular relating to research and evaluation capacity that should be regarded as essential for an organisation engaged in the development and application of "*best practice*" for offender services and programs.

Recommendation 23

That the position of Assistant Commissioner, Offender Services & Programs is replaced by a position designated Assistant Commissioner, Reducing Reoffending with revised role and functions as outlined in this report. This position is a direct report to the Commissioner

The resources required for a high quality applied research and evaluation function and the reporting arrangements for these resources to support CSNSW's needs and the needs of the Principal Department is a matter that requires attention. The Review Team believes that the resources can be achieved through refocusing of the roles of positions in the current Corporate Research Evaluation and Statistics (CRES) section within the Division of Office of the Commissioner and Human Resources which, as covered previously, is recommended to be abolished. Currently there are 21 positions within CRES. No doubt research and evaluation resources are also located in other areas of the Principal Department.

In considering refocusing of the current resources relating to research and evaluation in the totality of the Principal Department the following issues need to be taken into account:

- The outcomes of research and evaluation conducted in operational / human service delivery areas such as CSNSW and JJ need to be seen as credible by external stakeholders to ensure their support and engagement. Outcomes will not be seen as credible if research and evaluation it is not conducted at "*arms length*" from the service deliverers and methodology is not visible and professionally robust

- A distinction needs to be made between research, evaluation and statistical services to support and or enhance day to day operations or to propose new ways of doing business and research and evaluation required to publically report upon service delivery outcomes and
- The needs of the Principal Department in contributing to *whole of government* responses to crime and social breakdown and how best to achieve input from CSNSW and JJ in this regard.

In discussion with CSNSW senior officers concerning CSNSW's needs for research and evaluation they saw a need for a change in emphasis in the role of CRES from statistical reporting and process evaluation to applied research aimed at maintaining the currency of all correctional activities and guaranteeing an evidence based approach that supports CSNSW to approach and exceed 'worlds' best practice' benchmarks.

They saw the purpose of this change in emphasis as to inform CSNSW about current practice and knowledge from other jurisdictions and to communicate the evidence base accumulated in NSW to others via the published literature (electronically or via established journals). It will add value to the statistics by completing robust, inferential original research that would be subject to rigorous peer review prior to publication.

This approach would be underpinned by a commitment to transparency by publishing evaluations and reports irrespective of whether they yield positive outcomes. Broadly, the role would encompass:

- Research as a strategic activity to:
 - Inform practice
 - Underpin policy
 - Educate the community
- Leveraging the activities of CSNSW on the existing research endeavours of academic and quasi-academic institutions including:
 - Collaborative Centre of Excellence with UNSW
 - Academic Contact Group for Practice Development
 - Criminal Justice Research Network
 - NSW Bureau of Crime Statistics and Research
 - Australian Institute of Criminology
 - Kirby Institute (UNSW)
 - Justice Health Clinical Research
 - Institute of Criminology, Sydney University Law School

It is envisaged that there would be flexible staffing arrangements within whatever Unit was created to provide for a core of permanent employees and the capacity for temporary, project based appointments (1, 2, 3 years)

Specific functions for the Unit could include:

- Integration of the research effort into the pursuit of *NSW 2021* targets
- Automation of data reporting as much as possible including working towards automating all key statistical and performance management reports.

- Research into corporate issues (staff training adequacy, service design, facility / environmental design)
- Evaluation of small scale projects such as individual intervention / rehabilitation programs
- Evaluation of macro-projects such as Intensive Corrections Orders, the Risk Intervention Protocol etc.
- Collaboration with and access to other jurisdictions' research or evaluation branches and also with the Australian Institute of Criminology
- Research into major thematic areas such as "Female offenders", "*Indigenous Offenders*" etc.

There was agreement that such a Unit would also support projects across the DAG&J agency with particular synergies arising from the significant overlap in purpose of Juvenile Justice and CSNSW.

Staffing requirements for the proposed Unit would vary from the current staffing arrangements in CRES. The final staffing of the section (roles of positions and qualifications of potential appointees) should not be determined until the role and work agenda for the Unit is decided. This will allow the form of the Unit to reflect the needs of the work agenda for the next few years.

The Review team has formed the opinion that in utilising the current CRES in conjunction with other positions that may exist in other areas of the Principal Department to deliver an enhanced research and evaluation function CRES's staff establishment can be reduced by six positions, providing an establishment of 15 positions. Further, to achieve flexibility in staffing it is proposed that five of these positions would be available on an ongoing basis for temporary, project based appointments

However, as this matter involves other agencies in the Principal Department it is not appropriate for this review to make definitive recommendations at this stage as to the role, structure, location and reporting arrangements of a proposed enhanced applied research and evaluation function. This matter requires further review taking account of the issues raised in this section of the Report.

Concerning correctional statistics, it is suggested that CSNSW and the NSW Bureau of Crime, Statistics and Research (BOCSAR) make appropriate arrangements for the provision of all relevant CSNSW inmate and offender related data to BOCSAR as soon as practicable. The role envisaged for BOCSAR is to verify the probity of CSNSW's data gathering systems (how information is collected and how figures are arrived at / counted) and to test *definitions* relating to data i.e. what do they include and or encompass?

It is suggested that a quarterly forum is established between BOCSAR and CSNSW to discuss Data Management issues.

This will provide the Department and the Government as a whole, with a single, authoritative set of data from a body that is independent of the individual contributor agencies and is highly regarded in the criminal justice community in Australia for its data integrity and research work.

Advice is that this action may require additional positions to be funded in BOCSAR. This should be part of the review proposed in Recommendation 24 below.

Recommendation 24

That the resources required and the role, structure, location and reporting arrangements of a proposed enhanced applied research and evaluation function within the Principal Department is the subject of a further review that takes into account issues raised in this section of the Report, including consideration of the following issues:

- *The outcomes of research and evaluation conducted in operational / human service delivery areas such as CSNSW and JJ need to be seen as credible by external stakeholders to ensure their support and engagement. Outcomes will not be seen as credible if research and evaluation it is not conducted at "arms length" from the service deliverers and methodology is not visible and professionally robust*
- *A distinction needs to be made between research, evaluation and statistical services to support and or enhance day to day operations or to propose new ways of doing business and research and evaluation required to publically report upon service delivery outcomes*
- *The needs of the Principal Department in contributing to whole of government responses to crime and social breakdown and how best to achieve input from CSNSW and JJ in this regard and*
- *The role envisaged for BOCSAR as covered in this Section of the report in relation to verification of the probity of CSNSW's data gathering systems (how information is collected and how figures are arrived at / counted) and to test definitions relating to data i.e. what do they include and or encompass? This role will require additional resources for BOCSAR which need to be quantified.*

Recommendation 25

That six of the 21 positions currently in the Corporate Research Evaluation and Statistics (CRES) section are abolished with the budget currently allocated to these positions credited to the "savings pool"

Positions to be abolished and savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
216 CRES	Director Corporate Research Evaluation & Statistics ID: 15051	Senior Officer Grade 1	\$143,654

216 CRES	Manager Research and Information ID: 13305	Clerk Grade 9/10	\$98,159
216 CRES	Senior Projects Officer Managing Deaths ID: 18912	Clerk Grade 9/10	\$98,159
216 CRES	Manager Data ID:10109	Clerk Grade 7/8	\$86,498
216 CRES	Admin Support Officer ID: 16984	Clerk Grade 1/2	\$56,644
216 CRES	Research Officer (Sunset) ID:70045	Clerk Grade 7/8	\$34,599
Total saving this recommendation			\$517,713

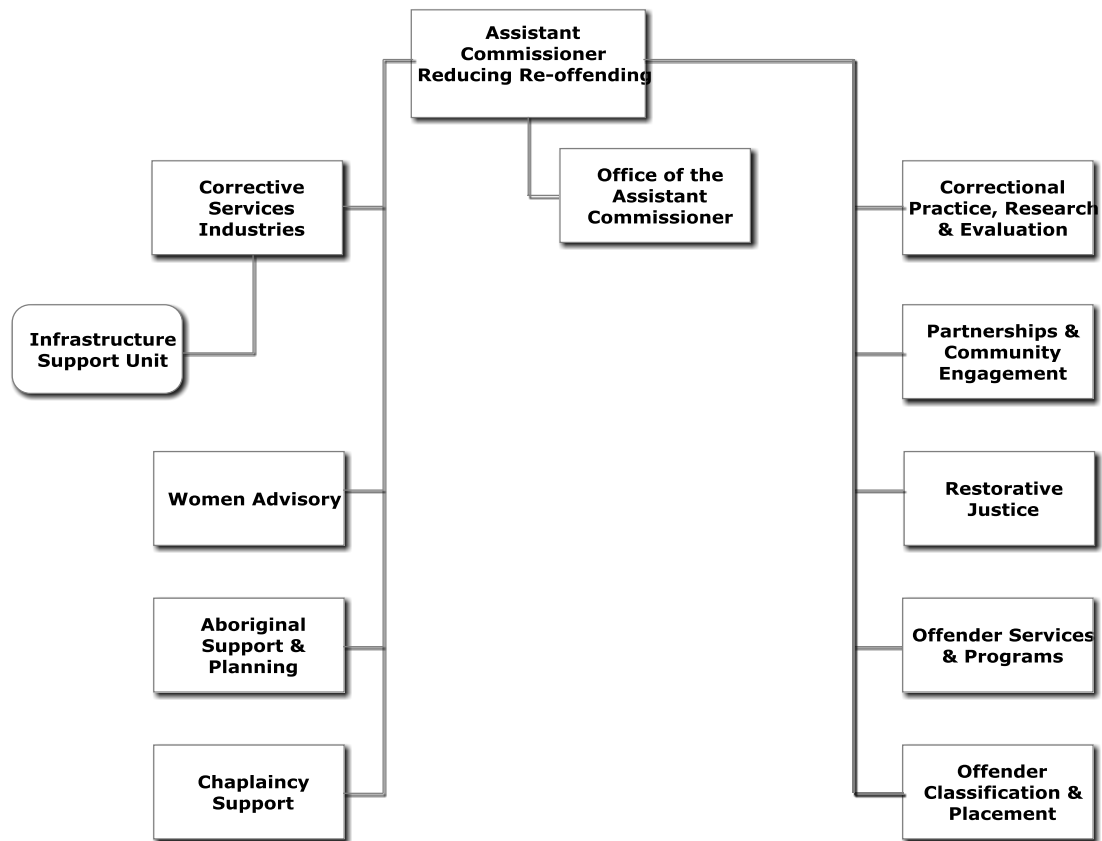
Estimated time line to achieve saving: 2 to 6 months

Additional cost:

There will be additional resources required for BOCSAR which have not been quantified

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**Organisation chart - Functional structure under Assistant Commissioner
Reducing Reoffending**



8.5 Security and Intelligence

This is a critical State wide operational function currently led by an Assistant Commissioner Security and Intelligence. Reporting to the Assistant Commissioner are the:

- Corrections Intelligence Branch
- Security Branch
- Court Escort Security Branch and
- Special Purpose Centre (SPC) Cluster (three Correctional Centres).

The Statewide operational units that make up the above Branches are:

- Corrections Intelligence Group
- State Emergency Unit (response to major incidents)
- Drug Detector Dog Unit
- Court Escort & Security Unit (includes management of transport vehicle fleet)
- State Armoury and Mechanical Security

- Fire Control Unit
- Tactical Training Unit and
- Security Technology Section.

Even though all other Correctional Centres are managed through the Regional Offices there are particular security-related operational reasons for the SPC reporting to the ASCI that should not be disclosed in this Report.

The SPC includes the Kariong Juvenile Correctional Centre. The Commissioner is of the view that this facility should remain in this Division at least until the Ombudsman's Report on the centre is completed.

This Division performs a range of Statewide functions where in the interests of effectiveness and efficiency it is appropriate to combine these under one leadership position. Also given the very sensitive, high-risk nature of a number of the functions it is appropriate that this leadership position report to the Commissioner.

In the new organisation structure, this position remains as the Leadership Team member that provides essential operational custodial and security input to highest level decision making relating to policies, standards, KPI's and governance issues.

Discussions with the Commissioner and Assistant Commissioners have resolved that the following functions should be transferred to this Division:

- Intelligence Analyst from the Commissioner's Office
- Restricted Visitors Function from the Commissioner's Office and
- CCMG – a leadership, governance, standards and compliance monitoring role. This role would extend to not only the four remaining CCMG offices, but also to the CCMG operations integrated/co-located into COS District Offices.

Concerning the CCMG leadership, governance, standards and compliance monitoring role the Review Team considered options for the location of this function such as:

- In a particular Regional Office – However, CCMG is a Statewide function
- In the new Division of Community Safety and Reintegration – However, this would place responsibility for leadership of a specific operational function within a Head Office policy area
- In Security and Intelligence – The role of leadership, governance, standards and compliance monitoring is consistent with the Statewide governance, standards and monitoring role that the Security and Intelligence Division performs in relation to security related issues. CCMG functions of intelligence, urinalysis, surveillance and electronic monitoring are similar to functions within Security and Intelligence Division.

Accordingly, the Review team recommends that the Security and Intelligence Division have responsibility for CCMG leadership.

The Assistant Commissioner, Community Offender Management and the Assistant Commissioner, Security and Intelligence provided the following advice as to how the role of the Director CCMG should be structured under the proposed arrangements:

"To replicate the approach taken throughout the review (for example with Assistant Commissioners and Regional Executive Directors), the Director CCMG should no longer continue to be involved in the day to day operations of the four remaining CCMG Locations (Campbelltown, Blacktown, Wollongong and Newcastle), but should instead perform a leadership, governance, standards and compliance monitoring role. The role would extend to not only the four remaining CCMG offices, but also to the CCMG operations integrated/co-located into COM District Offices.

It is proposed that the Director CCMG be based at the Silverwater headquarters of S&I, and become a member of the S&I management team and Executive Committee. A small number of staff should be located with the Director to work with her (and the Operational Performance Review Branch, Offender Policy Unit and Assistant Commissioner Community Safety and Re Integration) on the development of policy, procedures, standards and KPIs to ensure consistency in CCMG operations across the State.

The location of the Director CCMG at S&I headquarters will provide that position with support from the Chief Superintendent Security Governance, Standards and Reporting who will be performing a similar role in relation to security and security services across the State.

Whilst it may seem somewhat incongruous for the Director, CCMG to report to the Assistant Commissioner Security and Intelligence given the case management basis of offender management in the community, it should be noted that within S&I Branch there are a number of specialist programs – the Custodial Witness Protection Program and Kariong Juvenile Correctional Centre both of which have a heavy emphasis on case management.

It should also be noted that the integration of regional CCMG locations with COM District Offices may present some opportunities for savings, as may the incorporation of the CCMG into S&I Branch – given that both areas have administrative/finance functions".

It is understood that some stakeholders have developed an adverse image of the CCMG due to what they see as an over emphasis upon policing of the conditions of community supervision orders.

The approach outlined above by the Assistant Commissioner, Community Offender Management and the Assistant Commissioner, Security and Intelligence will see greater input by COM District Offices to performance monitoring of CCMG staff for the quality of their work including case management on a day to day basis. Closer working relationships between CCMG staff and COM officers generally will help to deal with the "image" issue.

However, what should not be lost sight of is that in the "court of public opinion" the credibility of COM can be shattered when serious offenders under community supervision reoffend in a significantly serious manner. When this occurs *Sentencing Authorities* also lose confidence in the capacity of Corrections to adequately supervise offenders in the

community and usage of custodial sentences increases with negative economic and social outcomes.

The CCMG, particularly in the Metropolitan Region, is supervising the most serious level of offender under community supervision. In the absence of a rigorous supervision option such as the CCMG a significant proportion of these offenders would remain in secure custody at a much higher cost to the community and without access to community based rehabilitation services.

For sentencing authorities who place these very serious offenders under community supervision the threshold expectation is that the offender will abide strictly by the conditions of the community supervision order and that CSNSW will rigorously supervise to ensure that this is the case and act promptly to detain those who don't. Rehabilitation / reintegration strategies can then be built on this foundation of compliance by the offender which demonstrates a commitment by the offender to at least attempt to commence the first steps on the path to rehabilitation.

It is important to reiterate that CCMG functions at the "*hard end*" of community sentencing options and therefore it is essential for the credibility of CSNSW as an effective provider of community supervision options and for the safety of the community that:

- Serious offenders entering this community supervision option are under no illusion as to the level of supervision they will be under and signify their acceptance of this and
- Case management of these serious offenders is founded in strict compliance by these offenders to the conditions of their supervision order as rigorously tested by the CCMG

CSNSW advises that the CCMG provides extensive coverage throughout NSW from offices in:

- Campbelltown – Essentially CCMG Head Office plus specialist functions such as Intelligence, monitoring and case management of serious sex offenders, Serious Sex Offenders Review Group, Surveillance Team and Intensive Corrections Orders (ICOs)
Blacktown – Administers the electronic monitoring function plus case management of its client group, particularly offenders on Home Detention Drug Court Orders and Intensive Corrections Orders (ICO's) and
- Wollongong, Newcastle, Bathurst, Dubbo, Goulburn, Grafton, Wagga Wagga, Tamworth and Broken Hill where compliance monitoring and case management is undertaken

Campbelltown, Blacktown, Wollongong and Newcastle CCMG offices are managed by relatively senior officers. That is, Campbelltown and Blacktown by positions at 11/12 Grade (up to \$119,149) and Wollongong and Newcastle by positions at 9/10 Grade (up to \$98,159). These offices have either significant specialist functions and or case-loads encompassing more serious offenders.

From information available to the Review Team, it appears that in spite of the relatively senior positions with management responsibility for these four centres, a considerable amount of management work is drawn to the position of Director CCMG based at Campbelltown. The Assistant Commissioners are of the view that given the seniority of the local managers this should not be allowed to occur and the Director should instead perform a role involving leadership, standards setting, governance and overall performance monitoring for these four offices similar to that proposed for the RED positions in Regional Offices for COM offices.

Given the CCMG work load involved with these four offices it is not seen as practicable to integrate the overall work performance monitoring (as opposed to day to day monitoring) associated with this work load into COM District Offices; thus the proposal by the Assistant Commissioners that the Director CCMG perform this role.

However, for the remaining seven CCMG offices, the Assistant Commissioners see CCMG staff being responsible to the COM District Officers who would performance monitor CCMG staff for the quality of their work including case management on a day to day basis under the Regional operations structure of COM Directors, RED's, etc. The CCMG Director would provide a point of contact for COM District Officers, COM Directors and RED's in relation to conceptual leadership of the function, standards and governance generally.

The Assistant Commissioner, Security and Intelligence has made a preliminary study of the resources applied to the CCMG. Having regard to synergies that may exist with bringing the Director's function to the S&I Division, as well as greater integration of CCMG work roles in the seven offices into the COM offices, the Assistant Commissioner is of the view that it is likely staff savings will be achieved from these changes.

The Assistant Commissioner has raised issues relating to the structure and staffing of the Security and Intelligence Division generally.

This Division has in the order of 650 staff which includes amongst other functions the Court Escort and Security Unit. Elsewhere in this Report it is flagged that there is potential for savings in this function. Also, as stated above, it appears that savings may be achieved through the transfer of the CCMG Leadership Support function to this Division. Functions from the Commissioner's office are also being transferred into the Division.

Given these potential savings, the new functions recommended to be transferred to the S&I Division and the size and complexity of the Division the Review Team believes that an independent review of the Division should be included in the Implementation Plan for the recommendations of this Report.

Recommendation 26

That the position of Director CCMG is transferred to Security and Intelligence Division based at the Silverwater headquarters of S&I.

Recommendation 27

That the Director CCMG is a member of the S&I management team and S&I Executive Committee and in relation to the CCMG function is responsible for:

- *Conceptual leadership, standards setting and governance*
- *In relation to the Campbelltown, Blacktown, Wollongong and Newcastle CCMG offices, overall performance monitoring for these offices in a manner similar to that proposed for the RED positions in Regional Offices in relation to COM offices. **Note:** Under this model it is envisaged that the senior CCMG officers in these offices are responsible and accountable for the operations of their office and performance monitoring of staff for the quality of their work including case management on a day to day basis*
- *In relation to the remaining seven CCMG offices, provide a point of contact for COM District Officers, COM Directors and RED's in relation to conceptual leadership of the CCMG function, standards and governance generally. **Note:** Under the model proposed in this Report, these seven CCMG offices are responsible to the COM District Officers who will performance monitor CCMG staff for the quality of their work including case management on a day to day basis under the Regional operations structure of COM Directors, RED's and Regional Assistant Commissioner*

Note: *CCMG functions at the "hard end" of community sentencing options and therefore it is essential for the credibility of CSNSW as an effective provider of community supervision options and for the safety of the community that:*

- *Serious offenders entering this community supervision option are under no illusion as to the level of supervision they will be under and signify their acceptance of this and*
- *Case management of these serious offenders is founded in strict compliance by these offenders to the conditions of their supervision order as rigorously tested by the CCMG*

Recommendation 28

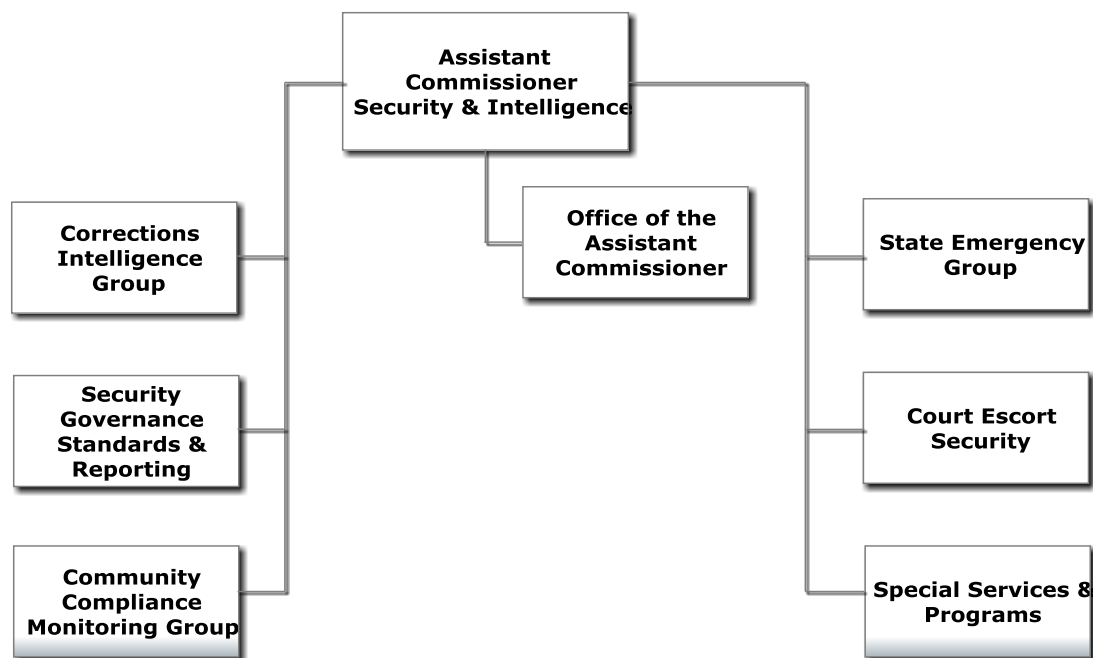
That the Intelligence Analyst and the Restricted Visitors Function is transferred from the Commissioner's Office to the Security and Intelligence Division

Recommendation 29

That an independent review is conducted of the Security and Intelligence Division to arrive at the most efficient and effective organisation structure and resourcing having regard to the additional functions recommended for inclusion in the Division and the potential savings flagged in this Report in functions of court escort security and CCMG.

Note: *It is likely that this review will achieve budget savings*

Organisation chart - Functional structure under Assistant Commissioner Security and Intelligence



8.6 Regional Leadership

The TOR requires the Review Team to examine *"the appropriateness of the structure, staffing and roles of the Regional Offices and the scope for these to be abolished or rationalised with the Department's Head Office"*.

Operational service delivery for CSNSW is currently performed through three Regional Offices (North-West, South-West and Metropolitan), each headed by an Assistant Commissioner (SES officer) reporting to the Deputy Commissioner Offender Management and Operations. An SES-level Regional Executive Director (RED) currently supports each of the three Assistant Commissioners. The REDs essentially manage the Community Offender Management (COM) functions in the Region and the Regional Office support functions.

An issue for the Review was whether Regional Offices are the best means of effective and efficient service delivery in support of the CSNSW goals of reducing reoffending and enhancing community safety or whether these goals could be achieved by a centralized (flatter) organisational structure.

It is noted that the existence of the Regions creates a number of complex reporting lines from the Assistant Commissioners and their Regional Executive Directors to the Deputy Commissioner Offender Management and Operations on custodial matters and to the Assistant Commissioner Community Offender Management on COM matters.

There are also a number of positions located in Regional Offices that do not report to the Regional Office but to other Divisions (e.g. Corporate Services). There is also the Community Compliance Monitoring Group (CCMG) that operates across the State but is not currently part of the Regional Office structure (discussed elsewhere in this Report).

In order to address these issues the Review examined:

- Whether the Regional Office structure is necessary and why?
- If it is necessary, what is the best Regional Office structure to add value to support frontline operations and what needs to be moved from Head Office to achieve this and
- The advantages and disadvantages of "clusters" of correctional centres and COM offices

With regard to the last issue ("*clusters*") some explanation is necessary. CSNSW, like some other jurisdictions, has grouped a number of service functions together under a single head. For example, the General Manager of a large correctional centre or Director of a large COM office may have management oversight of one or more smaller centres/offices that are headed by a "*junior manager*".

"*Clusters*" were discussed in some depth between Review Team Members and CSNSW senior officers during a workshop. A proposal was advanced by some senior officers that the number of "*clusters*" should be increased to achieve efficiencies by, as they saw it, the capacity to reduce the number of General Managers through replacing them with Operational Managers in the subordinate centres in the "*clusters*".

The perceived advantages of clusters as summarised by the senior officers were:

- Fewer direct reports to the Regions
- Salary savings by utilizing lower level positions for day-to-day management of smaller centres/offices and
- Perhaps a greater capacity to be flexible in the utilisation of resources between centres

Potential disadvantages of "*clusters*" as seen by the Review Team are:

- Creates a further management tier below General Managers
- Is not compatible with the concept promoted throughout this report of having operational decision making and accountability as close as is possible to the work face in that "*clusters*" result in smaller centres reporting to larger centres
- Can create problems in the larger centres where the General Manager in charge of a "*cluster*" has to devote time to the smaller centres (including lost time and cost in travel between centres) to the detriment of focusing on good governance within the larger, more complex high risk centres

Notwithstanding the perceived advantages of clustering, particularly in large jurisdictions like NSW, the Review Team has concern that potential disadvantages summarised above may outweigh the advantages.

Recommendation 30

That "clustering" of correctional centres and COM offices is discontinued as it is not compatible with the concept promoted throughout this report of having operational decision making and accountability as close as is possible to the work face. Should CSNSW have views to the contrary they should advance arguments via a Cost Benefit Analysis to demonstrate that the benefits of "clustering" outweigh the disadvantages identified in this report.

Note: *There may be a budget cost associated with this recommendation. However, it is not expected to be significant.*

8.6.1 Whether the Regional Office structure is necessary and why?

In terms of numbers of Correctional Centres and Community Offender Management offices and facilities, and their distribution around the State, NSW is the most complex jurisdiction in Australia with 35 Correctional Centres, 15 COM Districts and 60 Community Offender Management offices spread widely across the State.

In QLD, 11 of the 14 Correctional Centres are located in the South East corner of the State, relatively close to Brisbane. In Victoria, most of its 13 Correctional Centres are located within 2-3 hours driving time from Melbourne. Neither jurisdiction has a NSW-style regional service model.

While both QLD and VIC have community corrections regional offices (reporting to Head Offices) the number of Correctional Centres in each State (11-14) is a manageable size of direct reports to Head Office compared to a potential 35 direct reports in NSW in a non-regionalized structure. In addition, NSW has 15 COM Districts and 60 Community Offender Management offices that would report to Head office in a non-regionalized structure.

However, the sheer size and complexity of CSNSW is not in itself a conclusive justification for the current regionalisation model as it would be possible to devise a model which reduced direct reports to individual positions in Head Office without having Regional Offices. For example, groups of Correctional Centres could report to Head Office positions based on security ratings of Centres (Maximum, High, Medium, Low, etc.). Similarly, COM offices could be organized into regions for management purposes but without an actual regional office⁵.

In summary, while there is a prima facie case for the current CSNSW regionalisation model (size/complexity of the jurisdiction), the Review Team considered it necessary to examine the model in detail with regard to whether and how the current regionalisation arrangements contribute to the corporate goals of reducing reoffending and enhancing community safety and whether the existing model could, if retained, be improved.

To this end a Workshop of senior CSNSW and DAG&J officers was held on 29 September 2011 to discuss regionalisation. Following is a summary of views from this workshop:

⁵ In VIC, Probation & Parole Regional Managers have responsibility for a number of locations (offices, etc.) but do not have an "office" that provides services to the locations.

Perceived advantages of a model with no regions

- Single message - "*vision*"
- Centralised control and direction rather than several sources
- Cost efficiencies – no need to fund Regional Offices with their inherent duplication of services/functions
- Centralised control provides opportunities for consistent implementation of corporate policy
- Consistent standards can be applied and monitored more easily in a centralised system (one leader)
- Without regions, there is more responsibility and accountability for managers and operators at the coal face
- Flexibility to meet demand for resources across the agency through central control and
- Flatter management structure means fewer staff and less reporting lines.

Perceived disadvantages of a model with no regions

- Lack of senior direction and support near the "*coalface*"
- Too many direct reports to Head Office
- More time needed to resolve local issues if matters have to be referred to Head Office for decision/resolution
- Head Office may become divorced from the "*real world*" due to distance and accessibility of operational units – unaware of day-to-day issues & priorities
- Performance review capability may be limited in the field in a centralised system
- Less personal interactions between managers (Head Office) and the field leading to dysfunctional relationships
- Head Office could become overwhelmed by issues and information emanating from the field – decreased strategic vision
- Difficult for Head Office to monitor standards across the whole system and detect abuses such as corruption - reduced corporate governance
- Sydney-centric operational control would predicate against development of local community connections and partnerships, particularly in locations distant from Sydney (no local CSNSW "*leader*") and
- Service delivery inefficiencies such as Head Office staff travelling long distances to deal with coalface issues.

In addition to the foregoing a number of senior officers in individual interviews expressed the view that the current Regional Offices do not have all the authority or resources to undertake the roles assigned to them and that CSNSW Head Office frequently involves itself in operational and administrative decision-making that should be left to Regional Office management. Senior officers indicated that Regional Assistant Commissioners do not have authority to:

- Move resources (budget & staff) to meet changing demands within Regions
- Make appropriate purchases to allow for the day-to-day running of Regional Offices without reference to Head Office and
- Appoint and transfer of senior managers within Regions (in accordance with HR policies & procedures)

Nevertheless, in spite of their perceptions as to the current shortcomings in the way regionalisation functions in CSNSW, the CSNSW Senior Management Team is of the firm view that a regional office structure is essential.

The Review Team has taken account of the views of senior CSNSW staff as summarised above. However, the Review Team is also cognisant of the fact that the views of CSNSW senior staff on this matter were sought early in the review and are likely coloured by the Departments current operating systems. Senior staff may have arrived at a different outcome if they had had the opportunity to reflect on an optimum structure to support the thrust of recommendations developed as the Review progressed to devolve considerable autonomy and accountability to the work face i.e. to Correctional Centres and to COM Districts.

The recommendations in this Report are aimed at positioning CSNSW to move to a future ideal operating environment where Correctional Centres and COM Districts are functioning with:

- Uniform best practice operating specifications and Key Performance Standards
- Quality governance and risk management systems and
- Quality leadership focused on developing and maintaining a high performance organisational culture at the work face;

Such a future outcome would require a re-think of the level of support required for Correctional Centres and COM Districts from Regional and Head Offices. It could well be that in the future Regional Offices are either not required or alternatively they exist in a restructured manner purely to provide governance oversight of Correctional Centres and COM Districts.

As covered later in this Report there is a need for a detailed implementation plan to successfully transition CSNSW from its current operating model to the desired future ideal operating environment. The Review Team is of the view that during this implementation /transition period it is essential to retain a regional structure but with a revised focus to facilitate and support the change process. It would be too big a step with considerable risks attached to move immediately to a structure for CSNSW with no regions.

Given the size and complexity of CSNSW's operations, the current operating culture as covered elsewhere in this Report and the changes required to governance and operating systems to achieve the future ideal operating environment, implementation of this Report's recommendations will need to be phased in over a determined period. The regional structure should be retained during this period with a "*sunset clause*" to ensure that its need and or role are reviewed at an appropriate time as enhanced governance systems envisaged in this Report take hold across the Correctional Centres and COM Districts.

It is envisaged that the transition period from current operating practices to desired future outcomes could be in the order of three years. This time frame is provided as an initial guide only and needs to be subjected to consideration as part of implementation planning.

During the transition / Report implementation period the focus of Regional Offices should be on:

a) Supporting General Managers and District Managers of COM in:

- Translation of vision, values and continuous improvement initiatives, including initiatives to foster staff feeling valued, into operational outcomes and
- Implementing enhanced governance, risk management & performance monitoring of Correctional Centre and COM Districts contracts / performance specifications (Working in close cooperation with the Assistant Commissioner, Governance and Continuous Improvement)

b) Supporting Head Office in:

- Macro budget issues impacting on their regions, primarily as it relates to demand management
- Defined intelligence functions
- Specific investigations
- Encouraging relevant authorities to make greater use of Community Corrections sentencing options and
- Selection of people to fill General and District Manager positions and performance review of people in these positions in accordance with the contracts and performance standards developed by the Governance function

The Commissioner and CSNSW senior staff recommended to the Review Team, in the light of their experience in managing workloads across the State, that if Regions are to be retained then there should be three correctional regions in NSW.

Recommendation 31

That CSNSW's regional structure with three Regional Offices is retained for a determined period set within the implementation plan for this Report's recommendations to facilitate and support transition from current operating arrangements to a future ideal operating environment where Correctional Centres and COM Districts are functioning with:

- *Uniform best practice operating specifications and Key Performance Standards*
- *Quality governance and risk management systems and*
- *Quality leadership focused on developing and maintaining a high performance organisational culture at the work face*

Continuance of a regional structure beyond the initial determined period is subject to a review as specified in the implementation plan for this Report's recommendations. Subject to further consideration, it is envisaged that this transition period could be in the order of three years

Recommendation 32

That during the determined transition period Regional Offices will focus on:

a) Supporting General Managers and District Managers of COM in:

- *Translation of Vision, Values and Continuous Improvement Initiatives into operational outcomes and*
- *Implementing enhanced governance, risk management & Performance Monitoring of Correctional Centre and COM Districts Contracts / Performance Specifications (Working in close cooperation with the Assistant Commissioner, Governance and Continuous Improvement)*

b) Supporting Head Office in:

- *Macro budget issues impacting on their regions, primarily as it relates to demand management*
- *Defined intelligence functions*
- *Specific investigations*
- *Encouraging relevant authorities to make greater use of Community Corrections sentencing options and*
- *Selection of people to fill General and District Manager positions and performance review of people in these positions*

That position descriptions and performance criteria is developed for the Regional Assistant Commissioner positions that reflect the role covered in this recommendation

Additional cost:

Additional funding will be required for a position of Regional Executive Director (RED) to support three regions during the implementation / transition period as CSNSW advise that one of the original three RED positions was abolished in recent times as part of a savings review. This will result in an additional annual cost of \$221,300 for an SES Level 3 position.

Additional cost commences: From time of appointment

8.6.2 Regional Office Management Structure

Regional Offices are led by an Assistant Commissioner (SES 4 position), supported by an SES-level 3 Regional Executive Director (RED) as the designated second-in-command (2IC) as well as custodial support positions at Superintendent level.

The RED is responsible for the Community Offender Management units that report to the Office while custodial services report direct to the Assistant Commissioner who has, depending on the Region, one or two Superintendents and a Deputy Superintendent Tactician to assist with custodial matters. There are a number of other staff who provide

support to the RED and Assistant Commissioner. Total staffing of the Regional Offices ranges from about 25 to 35 FTE.

A range of issues were raised with the Review Team relating to the roles, classification levels, relieving arrangements and filling of the RED and Superintendent positions. All of these issues need to be addressed in the light of the recommended transitional structure for Regional Offices.

Recommendation 33

That the support staff needs of Regional offices is reviewed in the light of the recommended revised roles for Regional Offices.

In achieving three Regions it was suggested to the Review Team that savings could be achieved through amalgamation of Blacktown and Malabar Metropolitan Regional Offices at Malabar. This will achieve a saving of \$1,117,554 plus on costs. This figure has been verified by the Director Corporate Services in consultation with the Assistant Commissioner responsible for these offices.

This proposal is supported by CSNSW senior staff.

Recommendation 34

That within the proposed Metropolitan Region the Blacktown Office is amalgamated into the Malabar office

Positions to be abolished and savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
650 Blacktown Metropolitan Regional Office	Senior Correctional Manager Deputy Superintendent ID: 80375	Senior Correctional Manager	\$146,474
650 Blacktown Metropolitan Regional Office	Tactician ID: 15136	Senior Correctional Manager Deputy Superintendent	\$125,459
650 Blacktown Metropolitan Regional Office	Regional Business Manager ID: 17271	Clerk Grade 11/12	\$119,149
650 Blacktown Metropolitan Regional Office	Projects Officer ID: 15774	Clerk Grade 7/8	\$89,005
650 Blacktown Metropolitan Regional Office	Regional Administration Manager ID: 17272	Clerk Grade 7/8	\$80,479

Cost Centre	Position Title	Position Classification	Saving not inc on costs
650 Blacktown Metropolitan Regional Office	Psych/Clinical Psych ID: 80061	Psych/ Specialist Psych	\$76,964
650 Blacktown Metropolitan Regional Office	Regional Administration & Finance Officer ID: 17273	Clerk Grade 5/6	\$75,870
650 Blacktown Metropolitan Regional Office	Executive Assistant to Assistant Commissioner (OM) ID: 17638	Clerk Grade 5/6	\$75,870
650 Blacktown Metropolitan Regional Office	Regional Procurement Manager ID: 17278	Clerk Grade 5/6	\$73,709
650 Blacktown Metropolitan Regional Office	Clerical Officer Gd 1 / 2 ID:14663	Clerical Officer Gd 1 / 2 GrpC	\$49,384
650 Blacktown Metropolitan Regional Office	Regional Admin Support Officer ID:17280	Clerical Officer Gd 1 / 2 GrpC	\$49,384
Total saving Blacktown Metropolitan Regional Office			\$961,747

Cost Centre	Position Title	Position Classification	Saving not inc on costs
690 Malabar Metropolitan Regional Office	Deputy Superintendent ID: 80132	Senior Correctional Manager Deputy Superintendent	\$125,459
690 Malabar Metropolitan Regional Office	Clerk ID: 80149	Clerk Grade 5/ 6	\$30,348
Total saving Malabar Metropolitan Regional Office			\$155,807
Total saving this recommendation			\$1,117,554

Estimated time to achieve savings: 2 – 6 months

8.6.3 Impact of recommended transitional Regional Structure on the roles of General Managers of Correctional Centres and Directors of COM Districts

The thrust of recommendations in this report is to empower General Managers of Correctional Centres and Directors of COM Districts to undertake the management functions that are currently drawn up to Regional Offices and to Head Office.

The desired overall outcome is a situation where General Managers and COM Directors, subject to Performance Agreements with Regional Assistant Commissioners at least during the transitional period, are operationally autonomous with:

- Responsibility and accountability for all facets of their service delivery in accordance with prescribed standards and KPI's
- Achievable budgets
- The authority to take decisions relating to staffing of their Centres/Offices within their budgets and being accountable for these decisions
- Service Level Agreements in place with the proposed Combined Corporate Services entity for Finance, Human Resources and other relevant corporate services as required
- Prescribed operational compliance systems in place and ensuring the probity of these systems and
- Responsibility, in accordance with a key CSNSW value, for facilitating responsibility and respect in the work place, safety and well being of staff and continuous learning and professional development

The above "autonomous model" for Correctional Centres and District Offices largely mirrors the manner in which the private sector operators manage their contracted facilities.

Recommendation 35

That General Managers of Correctional Centres and COM Directors are empowered, subject to Performance Agreements with Regional Assistant Commissioners, to be operationally autonomous in a similar manner to General Managers of privately managed correctional facilities as covered in this section of the Report

Recommendation 36

That in the Implementation Plan for this Report (see Section 10.4 of this report) the above Recommendation for greater autonomy for General Managers of Correctional Centres and COM Directors is given specific attention having regard to the following:

- *Definition of "autonomy" for each of the custodial and community correctional entities in the regions*
- *Governance systems required to support the defined concept of "autonomy"*

- *The nature of and SLA's required by the Correctional Centres, COM Districts and Regional Offices with the proposed Combined Corporate Services entity*
- *Change management issues, new systems, management appointment and staff training, decisions in relation to capacity of all managers to deliver as required given the increased responsibilities and accountabilities, etc.*
- *Costs and Benefits and*
- *The option of phased implementation, taking account of risks, with Regional Assistant Commissioners, General Managers and COM Directors supported by project management expertise during the implementation process*

8.7 Concerns expressed by COM staff representatives

The Review Team Leader met with staff representatives of COM who raised a range of concerns in relation to the functioning of COM including:

- COM is not represented at Board of Management level and COM operational views are not sought by decision makers; **Note:** This is rectified under the proposed new structure
- RED's do not always have COM experience. They asserted that since 2006 no person with a COM background has been appointed to a RED position
- Directors of COM feel that they receive little direction from CSNSW senior officers and are not afforded opportunities to contribute to policy development
- Business planning processes for COM are not inclusive and not understood
- It was claimed that the 15 COM Directors have never been brought together for a meeting to consider COM policy, planning or operational issues nor do the RED's meet to discuss these issues. They were strongly critical of communication processes in COM
- There is a perception that COM is disenfranchised within CSNSW
- There is support for CCMG becoming part of the COM District Office structure
- Vacancies "*take forever to be filled*"
- Budget process is poor – always in deficit. Major frustrations exist at District Office level to get the job done
- Since 1976 community supervision numbers have been trending down and loss of confidence by the courts in community supervision options may be one factor in this; **Note:** One of the envisaged functions for the Regional Assistant Commissioner's is to drive strategies that encourage courts and other relevant decision makers in the criminal justice system in defined areas of the State to have confidence in community based options for offender management that reduces prison numbers and ultimately leads to reduced reoffending

Given their perceptions as recorded above, COM Staff representatives said that their preference is for *"COM autonomy to be returned or for COM to be an independent Statutory Authority"*.

The Review Team's view is that the preferable outcome is for COM to remain within CSNSW to ensure seamless responses under the *through care model* for offender rehabilitation but to address COM staff concerns through organisational culture change strategies that focus on *"inclusiveness"* thus demonstrating to COM staff that they are valued members of the CSNSW team.

Recommendation 37

That the Executive Committee as proposed in this Report for CSNSW place high priority on addressing COM staff concerns through organisational culture change strategies that focus on "inclusiveness" thus demonstrating to COM staff that they are valued members of the CSNSW team. In the review of the structures of Regional Offices (as recommended above) care should be taken to ensure that COM and Custodial Corrections have "equal voice" in the role of Regional offices

8.8 Proposed new Office of the Commissioner

The current *Office of the Commissioner* forms part of the Office of the Commissioner and Human Resources Division (OCHR), administered by an Assistant Commissioner. Within the Division are a number of Branches that provide (mainly) corporate services across the agency (e.g. Executive Services, Media and Legislation & Parliamentary Support) and provide direct-report support to the Commissioner.

Elsewhere in this Report the Review Team recommended that the corporate services functions of the OCHR Division should be moved to the proposed Combined Corporate Services entity, and if that were to occur, it would include some of the staff currently providing direct support to the Commissioner. It is, therefore necessary to review the size and structure of the Office of the Commissioner.

The Office of the Commissioner currently includes two operational functions that are inconsistent with the leadership role of the Commissioner (intelligence analyst position and Visitors' Restrictions Office) which are discussed elsewhere in this Report with a recommendation that both functions be relocated to the Security & Intelligence Division.

While the Commissioner is supportive of the relocation of those functions, he indicated that the intelligence analyst position should remain in his Office pending completion of a current external review of the Corrective Services Intelligence Group that should be completed by the early 2012. It is the opinion of the Review Team that these operational functions should be moved as soon as it is practicable from the Office of the Commissioner.

Drawing on its collective experience⁶ and the views of the Commissioner, the Review Team believes that an appropriate structure for a new Office of the Commissioner should comprise:

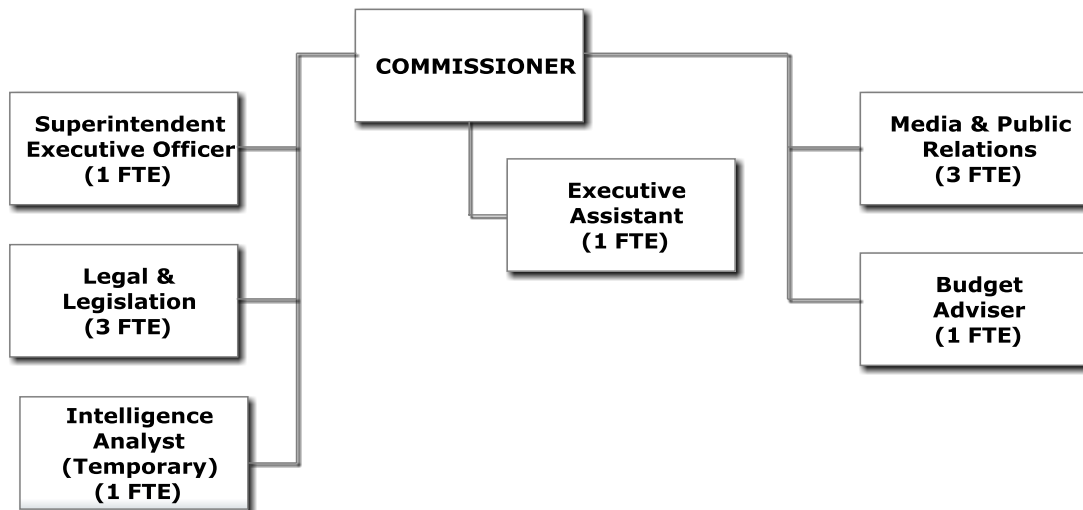
⁶ The Review Team includes two former QLD Public Sector Directors-General.

- Existing legal staff positions (3) from the Corporate Legislation and Parliamentary Support Branch to provide urgent advice to the Commissioner on legal and legislative issues that may arise at short notice and to represent CSNSW's position on legal and legislative issues to other government agencies and external entities. These officers would be expected to work closely with their counterparts in the CSNSW Corporate Services Division and the Attorney General's Division, and in that regard, there may be benefit in rotating officers from those agencies through the Office of the Commissioner

This would provide more variety of experience and reduce the potential problem of professional isolation that can arise when legal officers are "out posted" to small, specialist units. The remaining positions in the Corporate Legislation and Parliamentary Support Branch should be relocated to the proposed DAG&J Combined Corporate Services entity

- Existing media staff positions (3) from the Media Unit to provide urgent advice to the Commissioner on media and public relations/information issues that may arise at short notice. The remaining (3) positions in the Media Unit should be abolished.
- The existing position of Superintendent, Office of the Commissioner ("*Executive Officer*") that manages the Office and provides a number of support functions to the Commissioner. Although this position should be included in the review of uniformed staff in Head Office recommended elsewhere in this Report
- The existing position of Budget Adviser that provides the Commissioner with high-level advice on Executive Committee level budget issues. The Review Team has been advised that the position works in close concert with the CSNSW Corporate Services Division and does not cut across or duplicate corporate services functions and
- The existing position of Executive Assistant to the Commissioner.

If the structure described above were adopted, it would require a specific cost centre and budget. The new Office structure would look like this:



Recommendation 38

That a new Office of the Commissioner is created with a unique cost centre and budget in accordance with the structure and staffing model set out in the body of this Report

Recommendation 39

That in creating the new Office of the Commissioner three positions in the Media Unit are abolished

Positions to be abolished and savings:

Cost Centre	Position Title	Position Classification	Saving not inc on costs
219	Media Research and Admin Officer ID: 14790	Clerk Grade 3/4	\$63,781
219	Media Research and Admin Officer ID: 15123	Clerk Grade 9/10	\$95,319
219	Media Liaison Officer ID: 14386	Clerk Grade 9/10	\$98,159
Total Saving this recommendation			\$257,259

Estimated time line to achieve saving: 2 to 6 months

Recommendation 40

That the position of Superintendent, Officer of the Commissioner ("Executive Officer") is included in the review of uniformed staff in Head Office recommended in Recommendation 41 of this Report

9. Support and facilitation of external scrutiny

9.1 Office of Inspector and CSNSW monitoring and investigative functions

External scrutiny is an essential requirement to ensure a humane and just system of corrections and to drive improved performance. The Review Team has considered this function in the light of Government policy to establish an independent statutory body of "Office of the Inspector" to provide external scrutiny of the standards and operational practices of custodial services in NSW based on the model of the WA Inspector of Custodial Services.

This Review by Knowledge Consulting of CSNSW Head Office and Regional Office structures is reporting, amongst other things, upon corporate governance issues including functions within CSNSW that will interface with the Office of Inspector. Accordingly this section of the Report deals with a potential integrated approach for the various internal and external scrutiny roles relating to CSNSW.

The "Inspector of Custodial Services" will have jurisdiction over all correctional facilities, including all public and private sector prisons, juvenile justice centres, court custody centres, police cells managed by CSNSW, transitional centres, periodic detention centres, prisoner transport and support services, COSP facilities, and "residential facilities" as defined by the *Crimes (Administration of Sentences) Act 1999*.

In broad terms, the Inspector's role will be to:

- Inspect and report on each adult correctional facility at least once every five years;
- Inspect and report on juvenile justice detention facilities at least once every 12 months;
- Review correctional and juvenile facilities at any time; and
- Administer the Official Visitors program.

It is understood that the creation and operation of the Office of the Inspector is to be "budget neutral" with offset savings to be made by CSNSW and will involve transfer of staff positions and assets from the CSNSW Operational Performance Review Branch and other areas as appropriate.

The Review Team has examined the above role for the Inspector in the light of existing monitoring and investigation functions within CSNSW with the aim of arriving at recommendations that ensure the most effective and efficient operating arrangements of the various scrutiny functions that support good governance.

The relevant functions within CSNSW are as follows:

UNIT	REPORTS TO	STAFF (FTE)	BROAD FUNCTIONS
Operational Performance Review	AC Office of the Commissioner	20#	Reviews of prisons and COS offices; system wide thematic reviews; monitoring of private prison performance against contract KPIs
Corrective Services Investigations	Commissioner	24 (excludes NSW Police)*	Investigations into serious incidents involving prisoners, offenders & staff
Official Visitors	AC Office of the Commissioner	1	OVs receive complaints from prisoners
Total Staff		45	

#Note: As covered previously in the section of this report dealing with creation of the governance division budget for 14 of these positions has been recommended for transfer to the proposed governance division.

***Note:** There is an MOU between CSNSW and NSW Police Service relating to the provision of Police Officers to work within CSNSW to deal with criminal matters. This Review has not considered this arrangement which is an important service and is standard practice in Correctional jurisdictions.

The Review Team believes the above functions and positions (six from Operational Performance Review, 24 from Corrective Services Investigations and one Official Visitors) should be combined under a single business unit. Combining units with similar functions should allow for better use of resources and staff skills.

In combining these functions a detailed review should be conducted of the individual units' responsibilities in the light of changes proposed in this Report to governance arrangements, greater delegation of responsibility to regions, correctional centres and COM districts. Regard should also be had to recommendations made later in this Section of the Report relating to the functioning of the Office of Inspector. Taking these matters into account, this review should:

- Take a zero based approach to analysis of existing functions in the Units in the light of recommendations in this Report relating to governance and management accountabilities within CSNSW
- Review similar functions in the other areas of the Principal Department (AG and JJ) with the aim of combining these functions with the CSNSW functions in the one business unit
- Have regard to a typical annual cycle of monitoring/ inspection / investigation work across the Principal Department as well as to the functions of the Office of Inspector to arrive at:
 - ✓ An assessment of the quantum of work involved
 - ✓ Business rules for the unit

- ✓ A structure for the proposed combined business Unit including roles qualifications / experience required for potential appointees and numbers of positions
- ✓ Budget for the Unit and
- ✓ Implementation recommendations

Recommendation 41

That six positions from the Operational Performance Review Branch, 24 positions from Corrective Services Investigations and one position from the Official Visitors functions within CSNSW are combined into a single business Unit together with similar functions performed in other areas of the Principal Department (AG and JJ)

Recommendation 42

That in creating a single business unit, a review is undertaken of Operational Performance Review, Corrective Services Investigations and Official Visitors functions within CSNSW and similar functions in AG and JJ. This review to have regard to a typical annual cycle of monitoring/ inspection / investigation work across the Principal Department as well as to the functions of the Office of Inspector to arrive at:

- ✓ *An assessment of the quantum of work involved*
- ✓ *Business rules for the work of the unit*
- ✓ *A structure for the proposed combined business Unit including roles qualifications / experience required for potential appointees and numbers of positions*
- ✓ *Budget for the Unit and*
- ✓ *Implementation recommendations*

In addition to opportunities for rationalisation of operational performance review and investigative functions within the Principal Department, the Review Team is of the view that the proposed single business Unit should report to the DAG&J. The case for this is presented in the next Section of this Report. However, in so far as CSNSW is concerned Creation of this Unit would have the advantages of:

- Avoiding the charge that CSNSW investigates, reviews and performance monitors itself
- Enhancing stakeholder belief and public confidence in CSNSW's commitment to transparency and
- Providing the Commissioner, CSNSW with a powerful independent source of performance review that can be used objectively to hold managers to account and to support continuous improvement

9.2 Integrity issues inherent in the current functional arrangements and experience elsewhere

The vesting of "accountability and standards" functions in CSNSW Head Office raises the possibility of a lack of impartiality and a conflict of interest in that staff might be reluctant to be critical of CSNSW actions in a particular matter (e.g. managing a serious incident) because it might reflect unfavourably on their senior managers.

In other words, there is no guarantee that staff would perform their duties without "fear or favour" if the officers they may be reporting about are also the officers who could, hypothetically, make or break their careers.

For example, in Massachusetts the *Governor's Commission on Corrections Reform* (2004) in advocating external review of that State's correctional system⁷ said:

"The Panel Report and our discussions with the authors revealed major deficiencies in the "sporadic and cavalier" investigative process at MCI- Concord and at the Souza- Baranowski Correctional Center. The shortcomings include some elements that are present throughout the system: "lack of central control and supervisory oversight;" lack of follow-up on investigative leads due to inadequate training and experience of investigators; investigators' loyalty to fellow officers working in the same location and bargaining unit creating difficulties in objectivity; investigators' real or perceived fear of ostracism and retaliation; lack of understanding by supervisory staff; and other factors." and

"Our review indicates that the present investigative system failed to identify and resolve serious problems at some institutions. It is virtually certain to fail again absent structural reforms." and

"Outside review, as part of an overall reform and upgrading of the internal investigative process, is one way to avoid some of the major flaws in the present system, including the natural tendency of employees to protect their associates, their union colleagues, the performance of subordinates for whom they are responsible, and/or their reputation as a supervisor, superintendent or commissioner. Even at the highest levels of the Department, one can expect that future commissioners may be reluctant to examine the Department critically for fear of losing authority if investigations uncover deficiencies that need broader attention. (We have seen this in many other law enforcement agencies and in recent leadership scandals in the private and non-profit sectors.)" and

"In this context, outside investigations operate both as a safeguard against biased or incomplete DOC investigations and as an incentive to improve the quality, thoroughness and objectivity of the Department's internal investigations. The Department's investigators may perform more professionally and confidently knowing that their investigations may be reviewed by an outside authority that will expose any flaws, incompetence, or incompleteness in the investigation, or will serve to validate their competence if done well."

While the examples cited above refer to investigations the same issues arise with the conduct of prison reviews in that a "poor report card" will inevitably reflect on the senior management of the agency.

This potential problem is not unique to Massachusetts and two Australian jurisdictions have attempted to address it in different ways:

⁷ Governor's Commission on Corrections Reform, *Strengthening Public Safety, Increasing Accountability, and Instituting Fiscal Responsibility in the Department of Correction*, Boston, Massachusetts, 2004, Final Report pp.59-60

Western Australia established The Office of the Inspector of Custodial Services in June 2000. According to its website⁸

"The Office of the Inspector of Custodial Services (the Office) is an independent statutory body that provides external scrutiny to the standards and operational practices of custodial services in Western Australia.

The Office aims to contribute directly and indirectly to:

- *Improving public confidence in the justice system*
- *Reducing reoffending in Western Australia, and*
- *Ensuring the justice system provides value for money.*

The model of statutory autonomy and direct access to Parliament is unique in Australia. This model is designed to ensure that the Office's activities remain independent and that, in the public interest, the conduct of custodial operations in Western Australia is transparent and fully accountable.

Core responsibilities of the Office include:

- *Comprehensive inspections of all non-police custodial facilities in Western Australia*
- *Thematic reviews and issues papers on systemic issues*
- *Advice to Parliament and the Minister for Corrective Services on criminal justice policy issues*
- *Co-ordination with other relevant statutory bodies, such as the Ombudsman.*
- *Administration of the Independent Visitor Scheme.*

The Office has jurisdiction over all public and private sector prisons and juvenile detention centres, court custody centres, prescribed lock ups, and contracted prisoner transport and support services in Western Australia.

The Office cannot deal with complaints or grievances relating to an individual. Where appropriate such matters are referred to the appropriate department or agency. However many complaints received by the Office actually raise systemic questions about custodial services."

It is important to note that the Office does not have an investigations function or cover community-based corrections.

In Victoria, Corrections Victoria is a business unit of the Department of Justice with the Commissioner reporting to the Secretary (Director General) through an Executive Director. A separate business unit, the Office of Correctional Services Review (OCSR), also reports to the Secretary but through a different Executive Director.

The OCSR conducts reviews and investigations across the entire corrections system (prisons, probation & parole, prisoner transport), reports on performance against mandated Service Delivery Outcomes (KPIs) for all prisons and the three service provider

⁸ www.custodialinspector.wa.gov.au

contracts, and manages the Independent (official) Prison Visitors scheme. The OCSR currently has a staff of about 30 non-uniformed officers.

While the OCSR is not independent of the Department of Justice in that both the Director OCSR and the Commissioner report to the Secretary, it is independent of Corrections Victoria and this separation allows the OCSR to carry out its work at "*arms-length*" from the Commissioner, thus effectively negating possible conflict of interest issues that currently exist in CSNSW.

The Review Team is aware that the Victorian OCSR model would not meet the NSW Government's commitment to establish an independent statutory body to oversight custodial services. However, the Review Team believes that there are features of the Victorian model that could be incorporated into a NSW arrangement. This is developed further below.

9.3 Some potential limitations in the NSW Inspectorate model as currently proposed

As understood by the Review Team the proposed Office of the Inspector will not have the power to conduct reviews of Community Offender Management or conduct investigations into incidents in the corrections systems, staff misconduct allegations, probity issues or complaints. These functions would, therefore still have to be undertaken by the Department.

Furthermore, the Department would still need a capacity to conduct its own reviews of custodial operations should the need arise, e.g. in response to operational issues such as the management of firearms.

In this regard, it should not be assumed that staffing of the Office of Inspector could be achieved by simply taking positions from the CSNSW Operational Performance Review Branch (20 FTE), three of which are specifically engaged in reviewing Community Offender Management. Nor should it be assumed that staff currently working in the branch would wish to transfer from CSNSW to a small agency with limited career progression opportunities.

While there would be an option to second CSNSW staff to the Office of Inspector, experience in Victoria⁹ indicates that seconding corrections staff to the Corrections Inspectorate (now OCSR) was problematic at times concerning issues such as:

- Seconded officers receiving a "*hard time*" from colleagues in the field;
- Difficulty attracting good staff due to concerns about missing out on promotional opportunities and penalty pay (overtime, shift allowances, etc.) while on secondment;
- Instances of seconded officers being too "*hard*" or too "*soft*" depending on their experiences at various prisons or with prison managers;
- Conflicts of interest concerning secondees' "*real employer*" (loyalty to the Inspectorate); and

⁹ Source: Inquiry team member, Neil McAllister. Formerly Principal Inspector, Corrections Inspectorate, Department of Justice (VIC) 2001-2007.

- The writing, research and investigative skills of some seconded officers were inadequate for the tasks they were involved in.

The Victorian Inspectorate also found it very difficult generally to recruit "review staff" with the requisite interpersonal, research and report writing skills and sound corrections knowledge and experience. Staff who met the skills criteria but were lacking in content knowledge and experience generally required at least 12 months on the job before becoming effective.

9.4 Suggested enhancements to the inspectorate model as currently proposed

9.4.1 Creation of the Office of Departmental Review (ODR)

As recommended above, the Review Team is of the opinion that there is a strong case for having a single business unit reporting direct to the Director General to carry out operational performance review and investigative functions within the Principal Department.

For the sake of convenience the Review Team has used Office of Departmental Review (ODR) as the unit's designation. However, the Director General may wish to consider an alternative designation.

Regardless of its name, the Review Team suggests that as soon as practicable, the new unit should be staffed by recruiting new staff and/or the permanent transfer of staff from CSNSW and other units within the Principal Department to the new unit. Desirably, over time a situation should be achieved where appointments to positions in the ODR are from sources external to CSNSW, AG and JJ. ODR should not be seen as a career path for Principal Department staff.

The Review Team suggests that the ODR would work under a defined relationship between the Director General, Department of Justice and Attorney General and the Inspector combining features of both the WA Office of the Inspector of Custodial Services and the Victorian Office of Correctional Services Review.

In this (NSW) model as proposed below the Inspector would have a significantly enlarged scope of responsibilities. Although it is proposed that the Office of the Inspector would have only a small group of specialist staff it would also be serviced by the Director General's ODR.

Recommendation 43

That an Office of Departmental Review (ODR) is established within DAG&J reporting to the Director General to conduct operational performance review and investigative functions within the Principal Department; The ODR is the single business unit proposed in Recommendation 45 above which combines a number of functions from CSNSW, AG and JJ

Note: It is not possible to assess the cost implications of this decision until such time as the review of functions recommended above to establish the Business unit is carried out.

However, it is anticipated that it should be possible to arrive at an effective ODR within the budget attaching to the 30 positions in Operational Performance Review Branch, Corrective Services Investigations and any additional positions from other agencies within the Principal Department.

9.4.2 Office of the Inspector and relationship with the Director General, Department of Justice and Attorney General, ODR and the Commissioner CSNSW

The Inspector would review/monitor:

- All adult and juvenile custodial operations
- Community Offender Management
- CSNSW probity, ethical standards and corruption prevention activities and
- The Official Visitors program.

It is proposed that the Office of Inspector would have six (6) staff, that is, an Executive Director, a Personal Assistant to service both the Inspector and the Executive Director and four support staff with a range of skills covering investigations, analysis and research.

In relation to the position of Inspector, its role is a critical and high profile one as the government's (and by implication the public's) "*watch dog*" over governance within the Principal Department, including the often contentious and at times "*sensational*" issues that can arise in corrections. For this reason the appointee to this position needs to bring *gravitas* by way of high level public or private sector experience which desirably would include strengths in the area of governance. Also desirably, in terms of the perception of independence of the position, appointment to this position should not be seen as part of a public service career path.

Therefore, to attract the level of candidate suggested by the above criteria it is suggested that the position of Inspector should be part time and every endeavour is made to attract an eminent person to the position who brings high level skills appropriate to the defined role of "*Inspector*".

Recommendation 44

That staffing arrangements for the "Office of Inspector" are as follows:

- *The Office of Inspector position is filled on a part time basis by an eminent person who brings high level skills appropriate to the defined role of "Inspector"*
- *The Office of Inspector has six staff, that is, an Executive Director, a Personal Assistant to service both the Inspector and the Executive Director and four support staff with a range of skills covering investigations, analysis and research.*

Note: It should be possible to achieve the above staffing arrangements within the proposed budget for the Office of Inspector.

Reviews

The Director General would, in consultation with the Inspector, develop an annual review program covering "*healthy prison*", thematic and compliance reviews for custodial services, Community Offender Management and juvenile justice.

At the completion of each review the Inspector would be provided with a full report and any action plan arising from the review. The Inspector would be invited to make comments on the report/action plan and to be provided with any other information he/she considers relevant to the review. At the conclusion of that process the Inspector and the Director General would "*sign-off*" on the report, or if unavoidable, have dissenting views noted in the report.

The Inspector could require the Director General to provide him/her with abridged versions of reports (e.g. with deletions of security or privacy sensitive content) for public release and/or tabling in Parliament.

Inspections

The Inspector would have the power inspect any correctional facility/office, with or without notice, as he/she deemed necessary. The Inspector could require the head of the ODR to facilitate inspections and/or accompany him/her on inspections.

Investigations

The Inspector and the Director General would agree on a hierarchy of "*incidents*" that would prompt an automatic investigation (e.g. deaths in custody, escapes, riots, serious staff misconduct, corruption allegations, etc.).

Notwithstanding this hierarchy, the Inspector would have the power to require the Director General to investigate any matter of concern to the Inspector arising within the Director General's Department.

At the completion of each investigation the Inspector would be provided with a full report and any action plan arising from the investigation. The Inspector would be invited to make any comments on the report/action plan and to be provided with any other information he/she considers relevant to the investigation. At the conclusion of that process the Inspector and the Director General would "*sign-off*" on the report, or if unavoidable, have dissenting views noted in the report.

The Inspector could require the Director General to provide him/her with abridged versions of reports (e.g. with deletions of security or privacy sensitive content) for public release and/or tabling in Parliament.

Official Visitors

The Director General would provide the Inspector with copies of all reports made by Official Visitors at the end of each calendar month. The reports would be accompanied by a report detailing what action had been taken to address issues raised by the Official Visitors that had not been resolved by CSNSW.

The Inspector could meet privately with Official Visitors, as he/she felt necessary.

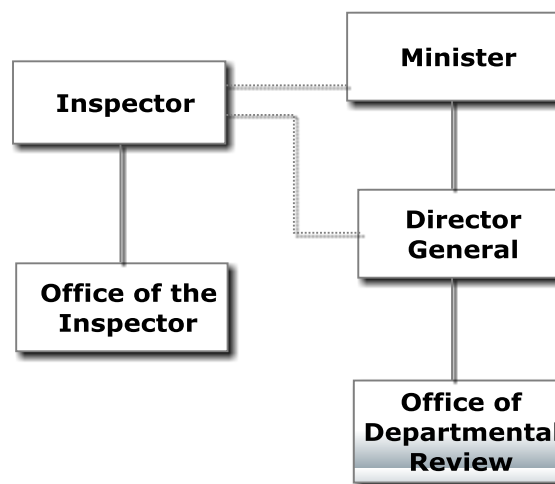
Access to Information by the Inspector

In addition to the powers of the Inspector to require the Department to provide him/her with access to documents and records, it is suggested that the Office of the Inspector be provided with access to the Offender Integrated Management System (OIMS) and the CSNSW intranet, subject to the usual security and privacy undertakings.

Recommendation 45

That the Office of Inspector is provided with access to the Offender Integrated Management System (OIMS) and the CSNSW intranet, subject to the usual security and privacy undertakings

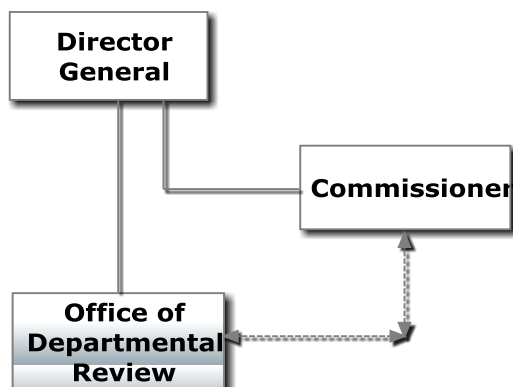
Relationship between the Inspector and the ODR



It is envisaged that there would be a professional and collaborative relationship between the Inspector, the Director General, the Office of the Inspector and the ODR.

There would be benefit in weekly meetings between the Inspector and the head of the ODR, and desirably, regular group meetings involving the Inspector's staff and ODR managers.

Relationship between the ODR and the Commissioner CSNSW



It is envisaged that there would be an MOU between the Director General and the Commissioner concerning the relationship between the Commissioner and the ODR. That MOU would set out, inter alia:

- Tasking of the ODR by the Commissioner
- Matters that the ODR would have a lead agency role to review and investigate
- The provision of ODR reports to the Commissioner
- Access to CSNSW facilities and offices by the ODR and
- Access to CSNSW documents and records by the ODR.

Notwithstanding the creation of the ODR, the Commissioner would still need capacity to conduct internal reviews and investigations on matters that did not fall within the lead agency role of the ODR. This would be achieved in accordance with protocols between the "*Office of Inspector*", the ODR, the Director General and the Commissioner that authorises the Commissioner to utilise ODR resources and or allow Regional Assistant Commissioners to conduct or facilitate such investigations.

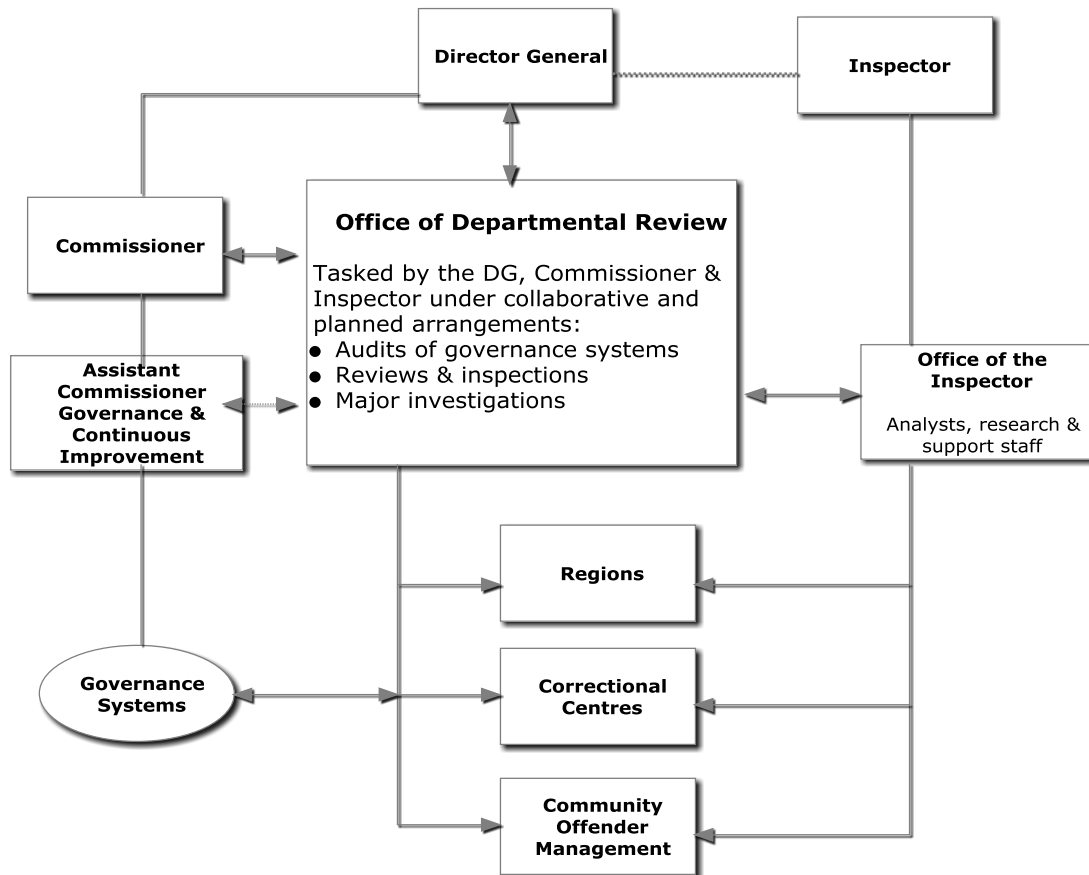
Also, the ODR could request CSNSW to conduct a review/investigation on a matter and provide it with a report to determine whether further work is required by the ODR.

Similar MOU's may be required involving the other agencies in the Principal Department.

The above combination of arrangements allow the "*Office of Inspector*" to be staffed with a relatively small number of highly skilled people who have access to and or can lead or be part of teams of investigators from the ODR as required under agreed protocols. The following chart provides an overview of relevant organisational relationships as proposed in this Section of the Report:

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Organisational Relationship between the Director General, Inspector and the Commissioner CSNSW



Recommendation 46

That MOU's are entered into between the "Office of Inspector" and the Heads of Agencies in the Principal Department covering reviews, inspections, investigations, access to facilities, access to documents, information etc and access under agreed protocols by parties to the MOU's to the resources of the Office of Departmental Review as covered in this Report.

10. Other Matters

10.1 Board of Management

Currently CSNSW has a Board of Management comprising the most senior executive positions. The organisational arrangements for CSNSW proposed in this Report represent a radical departure from the way business is currently done. There is considerable devolution of responsibility and accountability to operational areas. The role of senior positions in Head Office is to provide executive leadership not "*management*". A "*Board of Management*" in Head Office is not compatible with the thrust of this Report's recommendations.

Accordingly it is recommended that the designation of the *Board of Management* is changed to *Executive Committee* with a role statement that reflects the leadership outcomes as covered throughout this Report.

Under the working arrangements envisaged with the proposed organisation structure the Review Team believes it will be important to have regional representation at *Executive Committee* level. It is recommended that CSNSW *Executive Committee* is constituted as follows:

Chair: Commissioner

Members:

- Assistant Commissioner Governance and Continuous Improvement
- Assistant Commissioner Security & Intelligence
- Assistant Commissioner Community Safety and Reintegration
- Assistant Commissioner Reducing Reoffending
- Assistant Commissioner Metropolitan Region
- Assistant Commissioner North - West Region
- Assistant Commissioner South - West Region

Ex-officio Member

- Head Combined Corporate Services entity

Recommendation 47

That the designation of the Board of Management is changed to Executive Committee with a role statement that reflects the leadership outcomes as covered throughout this Report. The Executive Committee is constituted as follows:

Chair: Commissioner

Members:

- Assistant Commissioner Governance and Continuous Improvement
- Assistant Commissioner Security & Intelligence
- Assistant Commissioner Community Safety and Reintegration
- Assistant Commissioner Reducing Reoffending
- Assistant Commissioner Metropolitan Region
- Assistant Commissioner North - West Region
- Assistant Commissioner South - West Region

Ex-officio Members

- Head Combined Corporate Services entity

10.2 Ministerial Correspondence and other important written communication

This function is managed through the Division of the Office of Commissioner and Human Resources who coordinate information required from relevant areas within CSNSW and quality assure the final communication before forwarding it to the Commissioner, the Director General and Minister. As this Report recommends that this Division is abolished, it is necessary to ensure that this important function is performed efficiently and effectively under new arrangements.

Experience of the Review Team in another jurisdiction is that Ministerial Correspondence and other important communications can arrive at the Ministers Office with up to seven signatures and in spite of the apparent extensive level of checking, the timeliness and quality of the final product is problematic. The Review Team has not made any inquiries

with the Minister's office in relation to timeliness and quality of correspondence emanating from CSNSW.

However, discussions have been held with Assistant Commissioners CSNSW concerning alternative arrangements for Ministerial Correspondence post the existence of the Division of the Office of Commissioner and Human Resources. There is agreement that accountability for timeliness and quality of Ministerial and other important correspondence should rest with the most senior position (an Assistant Commissioner) in the operational area to which it relates and if it touches on more than one area then, through commonsense arrangements, one senior officer will take responsibility.

It was also agreed that there should be a relatively senior person in the Office of the Commissioner who is responsible for coordinating all such important correspondence and for clearing it through to the Commissioner. The Assistant Commissioners were in agreement that in the event of the Office of Commissioner requiring changes to correspondence or if there are any other concerns these should be referred back to them for attention. It should not be the responsibility of the Commissioner's office to rectify quality issues and or to rewrite correspondence. They are agreed that less signatures results in greater accountability and ultimately better outcomes.

Currently there are 11 positions in the Ministerial Liaison Unit with a total salary budget of \$827,415 dealing with Ministerial and other important communications. The review Team is of the opinion that with the devolution of greater accountability to Regional Assistant Commissioners and to the Assistant Commissioners responsible for functional areas in Head Office for the quality of this correspondence as suggested above, it should be possible to achieve the intent of the recommendation below at either a cost neutral outcome or most likely with savings.

Recommendation 48

That the issue of responsibility for Ministerial and other important correspondence / communication post the existence of the Division of the Office of Commissioner and Human Resources is listed for attention in the implementation plan for the recommendations contained in this Report. In planning it should be noted that Assistant Commissioners are agreed that:

- Accountability for timeliness and quality of Ministerial and other important correspondence should rest with the most senior position (an Assistant Commissioner) in the operational area to which it relates. Commonsense arrangements will apply in nominating one senior officer to take responsibility where the matter touches upon more than one area*
- There should be a relatively senior person in the Office of the Commissioner who is responsible for coordinating all such important correspondence and for clearing it through to the Commissioner*
- In the event of the Office of Commissioner requiring changes to correspondence or if there are any other concerns these should be referred back to the Assistant Commissioners for attention. It should not be the responsibility of the Commissioner's office to rectify quality issues and or to rewrite correspondence and*

- *Less signatures mean more accountability and ultimately better outcomes*

Note: This recommendation should be cost neutral at worst or most likely will result in savings.

10.3 “Civilianisation” of certain positions

The Review Team has noted that there is uniformed staff working in Head Office at relatively senior ranks. The Team has not reviewed the roles and functions of these officers.

For at least the last 20 years there has been a trend in Australia and other countries to minimise the number of uniformed staff employed in positions that do not require operational skills, training and experience.

In Australia this principle can be seen in the management/support of police forces, emergency services (fire, ambulance, etc.) and the Australian Defence Force where “civilians” now undertake many roles that were traditionally regarded as requiring uniformed staff. This releases highly trained and experienced staff to undertake operational roles rather than employing them in administrative roles where their skills and experience are either not essential or are under-utilized.

The Review Team does not know the extent of uniformed staff presence in CSNSW Head Office or Regional Offices but recommends that the “civilianisation” principle be considered in any restructure of the higher-level management of the organisation.

Recommendation 49

That all positions in CSNSW Head Office and Regional Offices currently filled by “uniformed staff” including ranks of Superintendent and above be identified and reviewed to ascertain whether the roles of these positions require operational skills, training and experience. If not these positions should be “civilianised”.

Note: This recommendation should be cost neutral at worst or most likely will result in savings.

10.4 Abolishing four positions due to reduction in custodial training requirements

CSNSW advise that four positions at the Corrective Services Academy can be abolished due to a reduction in custodial training requirements

Recommendation 50

That four positions at the Corrective Services Academy are abolished as recommended by CSNSW due to reduction in custodial training requirements

Positions to be abolished and savings:

Cost Centre	Position Title	Saving not inc on costs
Custodial Training 262	ID: 15101 SAS Learning & Development Facilitator 5D	98,361

Cost Centre	Position Title	Saving not inc on costs
	ID: 18614 SAS Sunset 5D	98,361
	ID: 15097 AS Learning & Development Officer 5D	91,705
	ID: 15098 AS Learning & Development Officer 5D	91,705
Savings not including on-costs		\$380,132

10.4 Implementation Issues

Should the recommendations in this Report be endorsed then there are a number of significant issues that need to be given careful consideration to ensure effective implementation. The report provides a blueprint for a major change in the way CSNSW does business. Indeed it is fair to say that the proposed leadership and service delivery structure is unique in corrections in this country and perhaps elsewhere.

The Review Team believes that the overall structure provides a sound basis for CSNSW to deliver high quality correctional services into the future thus making a significant contribution to reducing reoffending and therefore improving the quality of life in NSW. This view is endorsed by CSNSW senior officers who were consulted in the process of finalising this Report.

However, the inherent challenges in implementing change of the magnitude proposed should not be underestimated. It has been said that *"carrying out reform in corrections is like attempting to repair a bicycle while you are riding it along a busy freeway populated by intoxicated vehicle drivers"*. Given the experience of correctional reform programs in Australia and elsewhere that is a fair description of the magnitude of the task.

Nevertheless in the opinion of the Review Team the challenge before CSNSW is exciting and potentially very rewarding. Given existing strengths in the system and subject to sound planning, including rigorous risk assessment, and a commitment to engage with the people within CSNSW and be very inclusive with them in the change management process, the challenges ahead will mostly become opportunities.

10.4.1 Strengths

The Review Team has identified the following three strengths within CSNSW that provide the basis for a successful change management program:

Experience and commitment of staff:

CSNSW has some of the most experienced custodial and community correctional leaders and staff in the country. For many years CSNSW has had a commitment to quality training for its staff. Throughout this review the Review Team had close interaction with

28 of the senior staff of CSNSW. The Team was impressed with the commitment of these officers to corrections as a profession and to their roles in CSNSW.

A sense of urgency:

Transformational change in any organisation will fail if there is not a *sense of urgency* created from the very top of the organisation and driven through all levels. A sense of urgency is created through leaders setting an appealing vision for the future, setting "*stretch targets*" to move towards the vision and rigorously driving and monitoring progress.

In the current financial situation CSNSW, in common with public sector agencies generally, is being asked to do more with less. Its leaders are well aware of the requirement of the Government to improve the cost efficiency of service delivery as articulated through the Treasurer, the Minister and the Director General and the need for urgency in responding.

In individual interviews and in workshops during this Review senior officers in their presentations have demonstrated a sense of urgency for change in the way business is done. This is not to say that they are not proud of many of the things CSNSW is doing, but a number have ideas as to how things can be improved, are keen to contribute but feel frustrated by structural impediments.

An effective change management strategy that empowers the leadership team in a climate of urgency will see frustration turned into constructive action.

"Thought Leaders"

The Review team has listened carefully to presentations by members of the senior management team during this review. It is clear that there are a number of "*Thought Leaders*" in the team who are well read, who know corrections intimately, are committed to striving for best practice and who are prepared to seek out new ways to do business. These people will be invaluable in the change process.

10.4.2 Risks

As reflected in this report, CSNSW has set itself a vision, values and objectives to strive to achieve best practice in core areas of humane containment of offenders, reduction of reoffending, enhancing community safety and in transparency of operations. This review has been tasked to assist CSNSW by making recommendations for an organisational structure that will facilitate achievement of these outcomes.

The recommendations in this Report for restructuring of CSNSW and the risks attaching to implementing the recommendations need to be understood in the context of both the environment in which the organisation is functioning and its mission, values and objectives. In this regard CSNSW, in common with all correctional jurisdictions, exists within a contentious and polarised external environment relating to community expectations as to how it should discharge its role.

Also in common with other correctional jurisdictions CSNSW's internal environment is characterised by organisational culture divisions relating to the differing roles required to discharge correctional functions on the continuum of correctional responses to offenders

from high security, violent, never to be released psychopaths through to first time young offenders under community supervision.

This Report's recommendations are designed to provide for a leadership structure that, with competent leaders in place, will create a high performance culture that drives demonstrable achievements in the core areas of humane containment of offenders, reduction of reoffending, enhancing community safety and in transparency of operations. In this regard a critical risk to successful implementation of the recommendations of this review is potential failure of the leadership team to adequately address challenges inherent in the internal organisational culture of CSNSW.

The organisational culture risks facing CSNSW need to be understood in the following context.

All Australian correctional services jurisdictions have a deeply imbedded cultural footprint stretching back to practices implemented at the time of the arrival of the *"First Fleet"*. Successive generations of Australian governments, correctional administrators and a wide range of community stakeholders have worked with varying degrees of success to move the system from one founded in punishment, human storage and some of the worst examples of *"man's inhumanity to man"* to a system that reflects the ideals of our democratic society.

In recent decades Australia's *"prison systems"* have been re-designated as *"correctional systems"* with prisons generally called Correctional Centres and probation and parole systems generally known as Community Corrections.

This approach reflects a system where offenders are incarcerated as punishment for their offences and for the protection of society; but with the expectation that while in custody they will be treated humanely, they will be afforded *"duty of care"* and for the significant majority who will return to society they will be offered and encouraged to take up opportunities to address the underlying causes of their offending behaviour.

In a number of modern correctional systems, particularly in Northern Europe, this approach has been embodied holistically into justice and penal systems under a *"restorative justice"* model. That is, a model founded in the offender being confronted with the impact of their offending behaviour on victims and society, encouraging them to acknowledge this impact and having responses that seek, if possible, to restore something to the victim, restore something to society if appropriate and if possible restore the offender to a law abiding lifestyle.

The role of Corrective Services in a restorative justice model needs to be viewed in the context of the fact that the significant majority of offenders who come under the control and authority of corrective services come from severely dysfunctional family and or community circumstances and have multiple drivers underpinning their offending behaviour. When they leave corrective services control and authority they invariably return to the same family, associates and community circumstances that played a part in shaping their offending behaviour.

These social circumstances coupled with the fact that most prisoners serve relatively short sentences creates a significant challenge for correctional administrators and staff to meet community expectations in the area of offender rehabilitation. That is, what can

corrections offer to an offender who has come from years of dysfunctional circumstances mostly during their vital formative years and who are returning to those same dysfunctional circumstances, to "*turn their behaviour around*" in a relatively short time frame?

The answer to the above question is not "*longer sentences*", nor is it "*very little*" and nor is it, "*just give them a hard time while they are in corrections to show them the error of their ways and that will sought them out*". The answer, as demonstrated by evidence in various programs in Australian and overseas jurisdictions, is that corrections can play a significant role in reducing reoffending by the application of cognitive change and other programs that address the underlying causes of the offending behaviour thus making the community a safer place.

However, all the evidence is that outcomes are sub-optimal where corrections is acting either in the absence of initiatives in areas of family and community strengthening, educational responses and child protection and or not in a coordinated manner with initiatives in these areas. For best outcomes complementary initiatives are required across the social spectrum, including within the criminal justice system, in the following areas:

- Family and community strengthening
- Child protection and cognitive development
- Structuring and resourcing the education system to respond to the unique education needs of at risk children
- Initiatives and resources within police, courts and juvenile corrections that support positive developmental initiatives to address the unique needs of young people at risk
- Sentencing processes within juvenile and adult corrections founded in the "*restorative justice model*". These processes must take a holistic view of the offender and the offence with outcomes that provide transparency for victims and clear guidance for the offender and correctional authorities in the path the offender must take to be *restored* to a positive community lifestyle and
- Initiatives and resources within adult corrections to provide cognitive change and other programs to offenders and engagement with mainstream community agencies, both government and non-government, in supporting the offender, family and associates in maintaining law abiding behaviour in the community during and post corrections supervision

Having regard to the foregoing contextual information, the recommendations for restructuring made in this report are designed to position CSNSW with a leadership team capable of meeting the challenge to create and maintain a culture within CSNSW that contributes to a holistic whole of community/government response to social breakdown and crime while delivering high performance outcomes in its core functions that complement and or are compatible with government and community responses in related areas.

The implementation risks for these recommendations in the context of CSNSW's organisational culture as seen by the Review Team are:

Leadership risks

Studies of the drivers of organisational culture identify *leadership* as the significant driver to achieve a high performing organisation. It is the vision set by leaders for performance, how appealing it is to staff and stakeholders and the sense of urgency they impart to staff for enhanced performance to achieve the vision that is the major determinate for success.

Transformation from the *current reality* of performance (*how things are done around here*) to a higher level of performance (*how things should be done around here*) is facilitated by the leaders' capacity to create a "*guiding coalition*" (senior leadership team) supported by "*champions*" at all levels throughout the organisation who are engaged with the vision and have the talent and commitment to enthuse and engage other staff.

Therefore the leadership risks for CSNSW are:

Risk 1

The vision, values and objectives for CSNSW are not appropriately specified and or lack appeal for internal and external stakeholders.

Recommendation 51

That if the organisation structure recommendations in this report are adopted, then the appointed leadership team should revisit the vision, values and objectives in the light of the range of issues raised in this Report. If there is appetite for a more holistic involvement by CSNSW in the criminal justice system and relevant areas in social policy then the appointed leadership team should take this into account.

Risk 2

Leadership and management roles are not appropriately specified.

Recommendation 52

That leadership and management role descriptions are re-specified to take account of the revised roles and performance requirements envisaged in the leadership and management structure proposed in this Report.

Risk 3

People without the personal attributes, qualifications and skills required for the specified leadership and management roles are appointed to these positions.

Comment

As covered throughout this Report the proposed restructuring is aimed at eliminating the blurring of leadership and management roles. This is proposed to be achieved by having a relatively flat organisation structure that has:

- Leadership positions with responsibility and accountability to:
 - ✓ develop professional standards and key performance indicators that reflect the organisation's vision and values

- ✓ interpret these together with professional standards and KPI's to managers
 - ✓ mentor and enthuse managers to translate the entirety of this into the work place and
 - ✓ monitor the performance of managers in achieving the desired operational outcomes
- Management positions appropriately empowered and held accountable for delivering effective and efficient services that reflect the organisations vision and values

This approach has resulted in recommendations for some positions to be abolished, some new leadership positions, all leadership positions having a change in focus and for increased operational accountability at management level across custodial and community corrections. If the recommendations are adopted business will need to be done differently and the appointed leaders and managers will be held to account for outcomes in new and or expanded roles.

To provide assurance to the NSW Government and to the Director General that the best people are in place to deliver a high performance organisation the positions proposed for the new senior structure should be filled by a merit selection process. This would also provide the appointed people with the credibility of a mandate through being selected as the best available candidate to deliver outcomes under the new business model.

Recommendation 53

That senior positions within the CSNSW proposed organisational structure through to General Managers of Correctional Centres and District Managers of Community Offender Management are filled on a merit selection process based on re-specified role descriptions and performance criteria that reflect the intent of this Report.

With the appointed leadership team in place, the following risks need to be addressed:

Risk 4

A dysfunctional leadership team

Comment

A group of talented individuals does not guarantee an effective team.

Recommendation 54

That the Commissioner immediately following appointment of the new CSNSW Leadership team conducts an independently facilitated team building workshop for the Leadership Team to:

- *Develop mutual understanding of and commitment to the vision, values and objectives of CSNSW including providing the opportunity to refocus these if appropriate*
- *Commence the process for ongoing professional, trusting collegiate relationships within the Leadership Team and deciding mutually agreed ground rules / principles for relationships within the team and*

- *Explore the concept of organisational culture as it relates to CSNSW and ways to measure / quantify the existing and desired culture and to develop an initial strategy for a continuous improvement program*

Cost of this Recommendation: \$17,500

Risk 5

Failure to understand the drivers of the existing organisational culture within CSNSW

Comment

Culture is not something that can be seen when first contact is made with an organisation. However, it can be sensed quite quickly from the way people within the organisation interact with each other and with people who come into contact with the organisation.

It has a tremendous impact on people within the organisation and on the results they produce. Culture in any organisation is basically the unwritten code of shared values that determine which behaviours and activities are expected and reinforced in an organisation. Quite often there is a disconnect between actual behaviours at the work face (current reality) and the behaviours of staff as expected by leaders of the organisation (desired reality).

As touched upon previously in this Report a critical foundation for any culture change intervention is to understand the "*current reality*" of the organisation's culture i.e. "*how things are done around here*" and what are the "*drivers*" of this culture. This facilitates development of strategies to move the organisation from its "*current culture reality*" to the desired culture "*how things should be done around here*".

A culture change strategy to be effective will need to address leadership styles and strategies to build personal effectiveness at the work face to create a critical mass of empowered individuals focusing on creating a dynamic culture and operating ethos.

Recommendation 55

That in addition to the facilitated team building workshop for the Leadership Team (Recommendation 57), \$250,000 is allocated for culture change, including staff development in key areas to support culture change initiatives in the first 12 month period following adoption of the recommendations in this Report. CSNSW Executive Committee should ensure that funds are budgeted for each year on an ongoing basis for staff development to support culture change

Planning risks

Planning for implementation of the recommendations of the Report is not undertaken professionally.

Comment

Implementation of an organisational restructure of this magnitude that has the potential to create uncertainty in operational areas has some significant risks attached in a correctional environment. These risks relate to challenges in gaining the commitment of key internal and external stakeholders to the change vision, performance issues while change is occurring and duty of care for offenders amongst other things.

There is also the issue of the optimum time frame, having regard to costs and benefits, within which to achieve full implementation of recommendations to change the way business is done across Head Office, three Regions, 35 Correctional Centres and 60 COM District Offices.

Planning for implementation of this Report's recommendations should be classified as a *significant project* and approached with professional Project Management methodology. It needs to be driven by the Commissioner and the Executive Committee with the assistance of a dedicated Project Manager and Project Team.

Recommendation 56

That planning for implementation of this Report's recommendations should be classified as a significant project and approached with professional Project Management methodology. It needs to be driven by the Commissioner and the Executive Committee with the assistance of a dedicated Project Manager and Project Team.

In summary, risks to the successful implementation of the way this report recommends that CSNSW should do business will largely be mitigated if:

- The vision, values and objectives for CSNSW are appropriately specified and have appeal for internal and external stakeholders
- Leadership and management roles are appropriately specified
- People with the personal attributes, qualifications and skills required for the specified leadership and management roles are appointed via a merit based selection process to these positions
- The Commissioner develops a Leadership Team founded in professionalism, trust and collegiate relationships working towards an agreed vision and
- Planning for implementation of the recommendations of the Report is classified as a *significant project* and approached with professional Project Management methodology including having a Project Manager and Project Team support for the Executive Committee

11. Estimated budget savings arising from report recommendations

Before finalisation of this report the Review Team provided CSNSW with advice as to the likely implication of recommendations arising from the review on the structure and certain functions of CSNSW and requested that an indication be provided of the likely impact on CSNSW's budget.

11.1 Savings

The Commissioner provided advice that their initial assessment was an "*upper limit*" saving of around \$8.20 million. This advice was qualified in that it had not been discussed with line managers affected by the changes, did not include an estimate for the cost of redundancies or salary maintenance for excess staff and did not take account of the costs of any additional positions that may result from Review recommendations.

However, on the "up-side", salary savings were costed at base salary only and did not include "on costs" of approximately 26%.

The Director General requested the Review Team to subject the above estimate to further analysis. Accordingly the Review Team requested CSNSW to provide further information in relation to their estimate, in particular to identify those savings where there was high degree of confidence that they could be achieved relatively quickly (within 2 to 6 months) and those where there was lower level of confidence in terms of their achievement and an estimated time frame for their achievement. CSNSW provided the review team with the requested information which, in summary, was:

High probability of achieving savings (2 to 6 months to achieve): \$5,280,762

Medium risk to achieving savings as further review is needed: \$2,632,384

12 month trial needed: \$ 365,372

Total potential savings: \$8,278,518

In Appendix 3 the Review team has compared CSNSW's positions recommended to be abolished and associated budget savings with the relevant recommendations contained in this report as well as providing comment in relation to areas that require further review. The figures recorded in the Table were arrived at based on discussion with and information provided by relevant CSNSW senior officers.

In summary, the Review team's analysis in Appendix 3 of CSNSW's suggested total potential savings of **\$8.2 million** is that the Review team can support **\$5.40 million** in savings with potentially a further **\$0.50 million** achieved from reviews of certain identified functions, a total of **\$5.90 million**. In addition to the above \$0.50 million further potential savings the following areas were identified that also require review as they may yield efficiencies / savings:

Area to be Reviewed	Potential Saving
Combined Corporate Services Entity - Senior CSNSW identified a number of potential opportunities for savings in this initiative	Not quantified
Transfer of CCMG Director function to S&I Division. Taking account of these proposed changed arrangements a review is required of the staffing of CCMG. There is an indication that this may result in efficiencies/ savings	Not quantified
Rationalisation of Southern court escort security – Assistant Commissioners believe that a review of this function, incorporating some issues at Bateman's Bay will achieve efficiencies/ savings	\$2,000,000 (Estimate provided by CSNSW- in <i>Section 11.3 Summary of Savings & Costs</i> below, Review Team has allowed \$1.50 million)

Review of method of functioning and vehicles and equipment required for the mobile work camps Not quantified

Daily Incident Synopsis - Assistant Commissioners mentioned this as a costly time wasting process that "should stop now" as the outcome can be achieved in a less costly and time consuming manner. It was stated that in one region it involves one position on a full time basis. Not quantified

Apart from the specific reviews identified above, there is potential through greater focus on initiatives in Community Offender Management to achieve improved overall cost effectiveness of corrections in NSW. That is, action to raise the profile of COM as an effective alternative to custodial corrections will potentially drive efficiencies across the whole correctional system.

The COM leadership structure proposed in this Report to provide for conceptual leadership in relation to integrated policy development across custodial and community corrections and to drive culture change and continuous improvement in COM should see COM play an effective role in improving the overall cost effectiveness of corrections in NSW.

11.2 Costs

The following additional costs are a consequence of recommendations in this report:

Recommendation	Position Title	Position Classification	Cost not including on costs
Recommendation 12	Assistant Commissioner Governance ID: Not allocated	SES Level 4	\$241,250
Recommendation 32	Regional Executive Director ID: Not allocated	SES Level 3	\$221,300
Recommendation 54	Executive Committee Team Building - Continuous Improvement Function	N/A	\$17,500 plus GST
Recommendation 55	Managers and staff – Culture Change Initiatives	N/A	\$250,000 plus GST
Total Costs			\$730,050

Also, additional resources will be required for BOCSAR which have not been quantified

In addition to the above costs, two new Divisions, Governance and Community Safety and Re-integration, have been recommended for creation. These will be largely formed through the transfer in of existing resources that are performing these functions in existing areas of CSNSW. However, there will be increased emphasis on these functions under the new structure.

The Review Team has attempted to quantify the resources required for each of these Divisions but in the absence of business cases and knowledge relating to the extent of current resources allocated to these functions it has not been possible in the time available to achieve a cost figure that has credibility. However, to err on the side of being conservative in relation to savings, \$0.50 million has been allowed in Section 11.3 below as potential additional costs for these two Divisions subject to Business Cases justification.

11.3 Summary of savings and costs

11.3.1 Savings

Savings Source	Likely saving	Time Frame to Achieve	Likelihood to Achieve
Review Recommendations	\$5.40 million	\$5.04 million 2–6 months \$0.36 million 6–12 months	High probability
Further reviews as covered in Appendix 3	\$0.50 million (Out of total budgets of \$3.40 million for areas subject to reviews)	6-12 months, subject to resources applied to reviews	Probable. This " <i>likely saving</i> " estimate made by Review Team on limited knowledge of the functions proposed to be reviewed
Further reviews as covered in Section 11.1 above			
Combined Corporate Services Entity	Not quantified		High probability of savings
Transfer of CCMG Director function to S&I Division	Not quantified		High probability of savings
Rationalisation of Southern court escort security	\$1.50 million (CSNSW estimate \$2.00 million)	6-12 months	High probability – based on assertions by Assistant Commissioners who say \$2.00 million will be achieved. Conservative estimate of \$1.50 million included
Review of method of functioning and Vehicles and equipment required for the	Not quantified		High probability of savings

Savings Source	Likely saving	Time Frame to Achieve	Likelihood to Achieve
mobile work camps			
Daily Incident Synopsis	Not quantified		High probability of savings
Quantified savings likely to be achieved over 2-12 month period subject to reviews being resourced	\$7.40 million	\$5.04 million 2-6 months \$2.36 million 6- 12 months	In addition there should be savings from areas listed where at this stage savings cannot be quantified

Notes:

- In arriving at the above savings figure no allowance has been made for cost of redundancies or salary maintenance for excess staff
- CSNSW advise that the salary levels used in calculating savings are base salaries and do not include "on costs" of approximately 26%.
- There are four areas in the Table above where savings are not quantified but there is a high probability that savings will be achieved
- While some functions identified in this Report for review to achieve further savings will form part of the proposed Combined Corporate Services, there are other functions not covered by this review where potential savings could arise from creation of a Combined Corporate Services entity

11.3.2 Costs

Cost Source	Cost	Timing for Expenditure
Report Recommendations – see Section 11.2 above	\$0.730 plus BOCSAR costs	\$0.463 million from date of appointment \$0.267 million 2-12 months after appointments to senior positions
Resources for Corporate Governance and Community Safety and Re-integration Divisions - not quantified, require business case for each Division which takes account of all CSNSW Head Office resources currently applied to these functions	\$0.50 million allowance subject to Business cases	Within 6 months of appointment of Divisional Heads
Total Costs	\$1.230 million plus BOCSAR costs	

11.3.3 Estimated Net Savings

	Within 2 – 6 months	Within 6 – 12 months	Total
Likely Savings	\$5.04 million	\$2.36 million	\$7.40 million
Likely Costs	\$1.230 million (Bulk in this period)		\$1.230 million
Net Savings			\$6.17 million
Contribution to Office of Inspector			\$0.978 million
Amount Remaining from Net Savings			\$5.192 million Say in the order of \$5.00 million with allowance for BOCSAR costs

Notes:

- e) Further reviews to achieve efficiencies /savings are required in a number of areas as identified throughout this Report and in Section 11.4 below. Some of these reviews are uncomplicated and can be done relatively quickly by CSNSW. Others are complicated and may require independent facilitation. Funds may need to be set aside for this.
- f) There could be transition costs in selection of senior staff, creation of Performance Agreements and development of a Project Plan for implementation of the recommendations of this Report. Funds may need to be set aside for this.
- g) The devolution of greater autonomy/ accountability to Regions, Correctional Centres and COM Districts may require additional resources to ensure quality outcomes. However, in planning for implementation of these arrangements every endeavour should be made to achieve further efficiencies in operational areas to transfer resources to "quality management" tasks where required. An allowance for enhanced monitoring systems may need to be factored into the Business Case for the new Governance Division.

11.4 Recommendations arising from budget outcomes of Review**Recommendation 57**

That CSNSW review estimates of costs and savings in Section 11 of this Report together with the information contained in Appendix 3 to:

- a) Refine the figures having regard to salary on costs, the actual salary levels of positions to be abolished and make allowance for the cost of redundancies or salary maintenance for excess staff to arrive at more precise calculations relating to costs and savings and*

- b) Satisfy themselves that the financial outcomes arrived at by the Review Team are generally achievable. If significant concerns exist these should be addressed with the Review Team*

Recommendation 58

That CSNSW undertake reviews identified in Appendix 3 of this report to ascertain the extent of efficiencies / savings that can be achieved in the following areas:

- a) Employment of uniformed staff in Head Office – See Recommendation 53*
- b) Corporate Legislation and Parliamentary Support – Cost Centre 228 – the need for six positions identified in Appendix 3*
- c) Corporate Strategy- Cost Centre 225- the need for five positions identified in Appendix 3*
- d) Executive Support – Cost Centre 201- the need for positions of Director Executive Services Branch Position No 17377 as part of the review recommended of Ministerial Services and Executive Officer Clerk Grade 9/10 14731 proposed for transfer to Combined Corporate Services – See Recommendation 52*
- e) Finance- Cost Centre 286- the need for position of ID: 14400 Clerk in Appendix 3*
- f) Ministerial Liaison Unit – Cost Centre 222- Ministerial Services to achieve efficiencies as proposed in the recommended arrangements – see Recommendation 52*
- g) Operational Performance Review – Cost Centre - 251 - see recommendation 46 re establishment of Office of Departmental Review*
- h) Operations Branch- Cost Centre 581 – the need for five positions identified in Appendix 3 that CSNSW proposes to transfer to CSI – See Recommendation 21*
- i) PD Administration- Cost Centre 585 - position ID:17385 Admin Officer Appendix 3 –need for this position*
- j) Sentence Administration Branch- Cost Centre 282 – the need for three positions CSNSW recommends can potentially be abolished as identified in Appendix 3*

Note: *Section 7.2.1 of this report deals with the creation of a Combined Corporate Services Unit. It is assumed that the review to achieve this will be driven by the Principal Department.*

Recommendation 59

That a review is undertaken concerning proposed rationalisation of southern court escort security, incorporating some issues at "Bateman's Bay" where it is estimated by CSNSW that savings in the order of \$2.00 million may be achieved

Recommendation 60

That a review is undertaken of the potential for savings in vehicles and equipment required for the mobile work camps. This review should consider the option of maintaining the camps in low cost accommodation in fixed locations in rural areas.

Recommendation 61

That Assistant Commissioners are consulted immediately concerning their suggestion that the Daily Incident Synopsis cease with resultant savings and no loss of effectiveness

Appendix 1 – Officers who contributed to the Review

CSNSW

Ball, Elizabeth	Executive Director, Professional Standards
Blinkhorn, Kim	General Manager, Strategic Planning and Reporting
Brennan, Sarah	Regional Executive Director, Inner Metro Region
Caruana, Rosemary	Assistant Commissioner, Community Offender Management
Dewson, Darby	Regional Executive Director, Outer Metro Region
Downes, Lee	Assistant Commissioner, Security and Intelligence
Dunthorne, John	Assistant Commissioner, South West Region
Fahs, Viviane	Director, Community Compliance and Monitoring Group
Farrell, David	Chief Superintendent, Central Rostering
Grant, Luke	Assistant Commissioner, Offender Services and Programs
Hainsworth, Jason	Manager, Strategic Monitoring and Reporting
Hovey, Michael	Superintendent, Office of the Commissioner
Kearney, Bill	A/Regional Executive Director, South West Region
Kelagher, Colin	Assistant Commissioner, North West Region
Kelly, Brian	Assistant Commissioner, Metropolitan Region
McLean, Ian	Deputy Commissioner, Offender Management and Operations
O'Rourke, Gregory	A/Regional Executive Director, North West Region
Peters, Peter	Assistant Commissioner, Office of the Commissioner and Human Resources
Quigley, Josette	Executive Director, Learning and Staff Development
Rist, Lioba	Director, Corporate Strategy
Ruckley, Wayne	Assistant Commissioner, Enterprise Assets and Chief Information Officer
Schipp, Gerry	Deputy Commissioner, Corporate Services
Simon, John	Executive Director, Legal Services
Tiedeman, Malcolm	Regional Superintendent, North West Region
Webber, Julie	Executive Director, Community Offender Management Strategy
Windle, Judith	Director, Human Resource Services

DAG&J

Cavary, Marcel	Senior Policy Officer, Legislation Policy and Criminal Law Review
Clark, Philip	Director, Human Resources, Attorney General's Division
Thomas, Brendan	Assistant Director General, Crime Prevention and Community Programs

Appendix 2 – CSNSW Performance Summary – Provided by CSNSW

Corrective Services NSW function, values and performance

Function

The overarching purpose of Corrective Services NSW (CSNSW) is to reduce re-offending and enhance community safety through the delivery of professional correctional services.

This purpose is closely aligned with the priorities of the NSW Government as expressed in the **NSW 2021** plan and in particular Goal 17 - Prevent and Reduce the Level of Re-offending and Goal 18 - Improve Public Confidence in the Justice System.

To achieve this Corrective Services NSW must work in partnership with other divisions in the Department of Attorney General and Justice (DAG&J) and also with other government and non-government justice and human services agencies. The strategic direction of CSNSW is consistent with the DAG&J Strategic Plan

The scope of Corrective Services NSW (CSNSW) while broad is never the less limited to the provision of custodial and community-based programs and services delivered in accordance with the *Crimes (Administration of Sentences) Act 1999 No 93*.

Corrective Services NSW (CSNSW) is a complex operation with responsibility for managing offenders under a range of legal orders and in a variety of environments. Offenders are managed in custody in correctional centres, transitional centres and in some circumstances in court cells and police cells.

CSNSW also manages offenders who have received:

- A range of restricted movement orders (namely, home detention and intensive correction orders)
- Certain types of reparation orders (namely, community service orders requiring work, community service orders due to fine default and intensive correction orders) and
- Certain types of supervision orders (namely, good behaviour bonds, community service orders requiring attendance at programs, bail supervision, suspended sentences, orders made by the Drug Court and intensive correction orders). A small number of these offenders are managed in community based residential facilities, namely Community Offender Support Program (COSP) centres and specialist Community Residential Facilities for offenders with complex needs.

CSNSW also plays an important role in the provision of advice including pre-sentence and pre-release reports to courts and releasing authorities.

As at 2 October 2011, CSNSW managed 9,900 offenders in full-time custody and 16,262 offenders on community based orders. There are currently 33 Correctional Centres, 2 Transitional Centres, 14 x 24 Hour Police/Court cell Complexes, 61 Community Offender Services offices, 11 Community Compliance Monitoring Group Offices, 6 Community Offender Support program Centres and 3 Community Residential facilities managed by CSNSW.

Planned Results and Values

Corrective Services NSW has a clearly articulated set of planned results incorporated into two key planning and performance management documents a Corporate Plan and a Results and Services Plan. These planned results include:

- Reduced risks of re-offending

- Safe, secure and humane management of offenders
- Community support and successful re-integration
- Cost efficiency and efficient asset management

CSNSW also has a set of embedded organisational values.

VALUES

Justice and Equity	Regard for community expectations and public interest Safety, welfare and positive development of inmates and offenders Secure and humane management of inmates Commitment to cultural and linguistic diversity Understanding of, and regard for, Aboriginal history and aspirations
Accountability and Transparency	Continuous organisational improvement Ethical use of public assets and resources Quality in service delivery
Collaboration and	Engagement with relevant government and non-government agencies to achieve corporate goals
Communication	Effective and appropriate external and internal information exchange
Responsibility and Respect	Professionalism Safety and wellbeing of staff Continuous learning and professional development

Performance - Community perceptions

Like other correctional agencies throughout Australia, CSNSW is subject to intense media and community interest, particularly generated by the tabloid press and talk back radio programs. Media coverage often plays on the tension created by diverging views about the relative weight that should be given to retribution, rehabilitation and punishment in the administration of sentences, on the more gratuitous aspects of crime reporting and also on the persistent imagery arising in the popular media about levels of institutional violence and the cruel and inhumane deprivations imposed on offenders.

Against this climate it is often difficult for the community to make an objective assessment of how CSNSW performs against its planned results. CSNSW performance results are available in a number of publically available documents including the DAG&J Annual Report and the productivity Commissioners Report on Government Services that provides the additional benefit of benchmarking against other States and Territories. This performance information is seldom, referenced in the media unless it is for the purposes of highlighting a particularly adverse result.

Performance – Reported Results

In conducting a structural review of an organisation it is imperative to examine performance to get a sense of how the agency is performing under its current structure and to ensure that any proposed structural reforms or financial efficiency measures enhance rather than inhibit performance.

The overwhelming impression that is gained from a review of CSNSW performance over the last decade is that it has been true to its values of 'continuous organisational improvement' and accordingly has made significant advances towards achieving improved results across most areas.

Some of these results are summarised below against 4 key reporting areas;

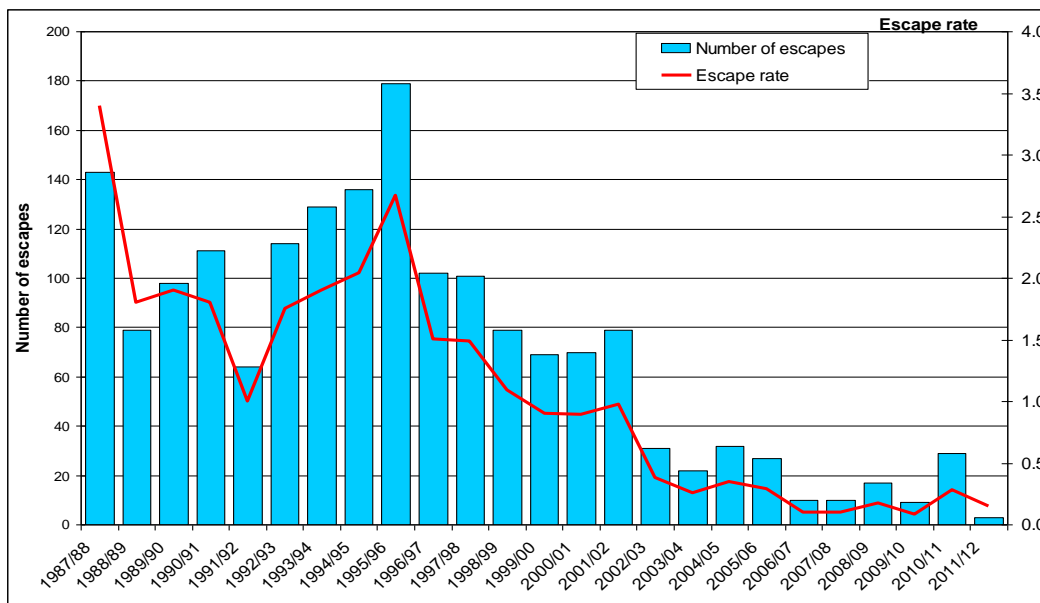
- Effective Security and management of correctional centres
- Effective supervision and monitoring of offenders in the community
- Offender participation in effective programs to reduce risks of re-offending
- Effective arrangements during times of transition from community to custody and from custody to community

Effective Security and management of correctional centres

Escapes

Escapes have declined significantly over the last decade.

Escapes from NSW Correctional Centres 1987-2011



In 2010/11, Corrective Services NSW escape rates increased from the record low rate of the previous year to an escape rate from open security higher than the national average and an escape rate for secure custody equal to the national average for the previous year.

Escape Rate (per 100 inmates)*

SECURITY	2006/07	2007/08	2008/09	2009/10	2009/10 National Average	2010/11
Open	0.17	0.16	0.31	0.06	0.3	0.6
Secure	0.00	0.02	0.06	0.01	0.02	0.02

- National Correctional Indicators counting rules.

Number of Escapes*

SECURITY	2006/07	2007/08	2008/09	2009/10	2010/11
Open	6	6	11	2	22
Secure	0	1	4	1	1

* National Correctional Indicators counting rules.

Inmate Movements

The number of inmate movements has progressively decreased over the last 3 years. Concurrent with this there has been an increase in the number of court appearances facilitated by video link.

Rate of assaults

In 2010/11, Corrective Services NSW recorded its lowest prisoner on officer assault rate. CSNSW maintained a nil record for serious assaults by a prisoner on an officer and has only recorded one serious assault by a prisoner on an officer in the last 10 years. All metrics were below the national average for the previous year.

Prisoner* on Officer Assaults**

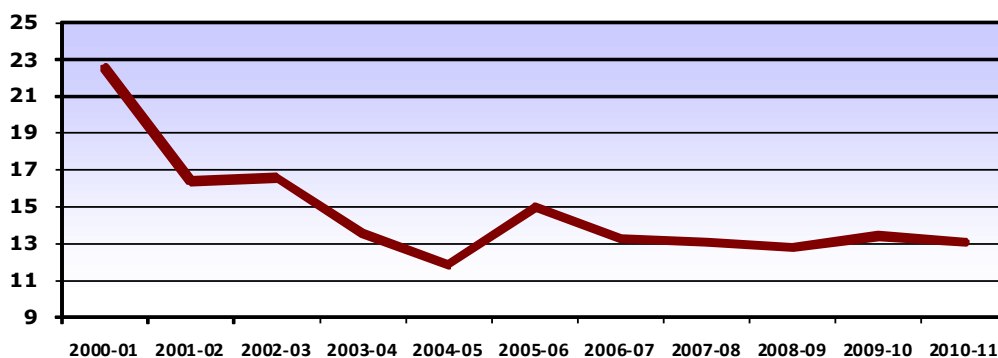
	2006/07	2007/08	2008/09	2009/10	<i>2009/10 National Average</i>	2010/11
Serious	0.01	0.00	0.00	0.00	<i>0.03</i>	0.00
Minor	0.71	0.92	0.59	0.56	<i>0.64</i>	0.34

Prisoner* on Prisoner Assaults**

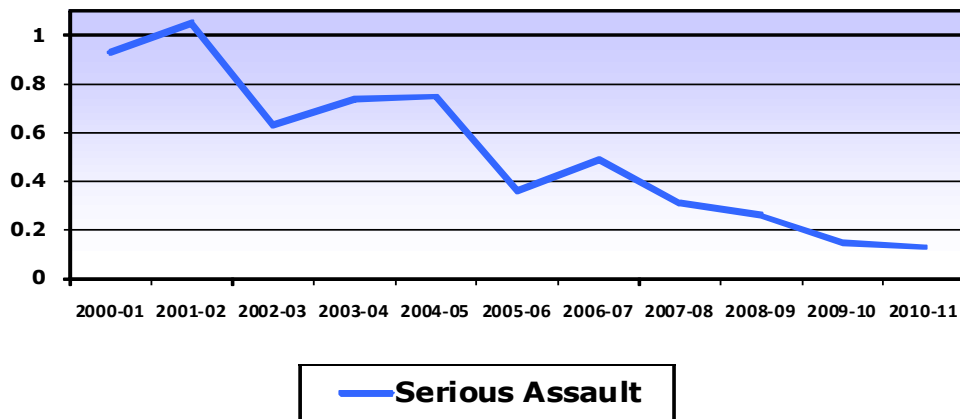
	2006/07	2007/08	2008/09	2009/10	<i>2009/10 National Average</i>	2010/11
Serious	0.49	0.31	0.26	0.15	<i>0.53</i>	0.13
Minor	13.26	13.07	12.83	13.43	<i>9.14</i>	13.06

*Terminology of the Report on Government Services. CSNSW's standard terminology is inmates.

** This data is not strictly comparable with the national average because other jurisdictions may define assaults differently than NSW



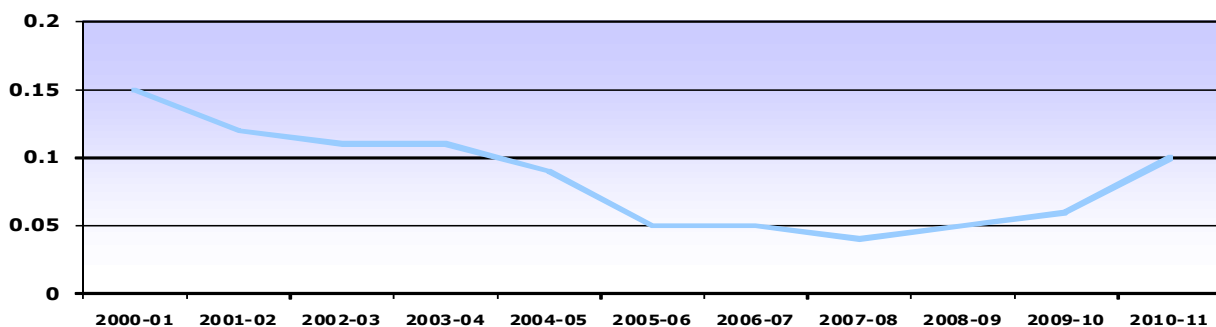
— Minor Assaults



Rate of apparent unnatural deaths in custody

The rate of deaths in custody attributed to unnatural causes (suicide, murder, drug overdose) has declined over the past decade.

Rate of deaths attributed to un-natural causes (per 100 prisoner years) (ROGS data)



In 2010/11, there were 10 deaths from apparent unnatural causes in custody. This was a significant increase on previous years but is still well below rates in 2000.

Rates of unnatural deaths amongst Indigenous offenders remained comparable with the national average.

Rate of Self-Harm incidents

Acts of Self-harm per 1000 admissions have fallen over the past three years.

The 2010-2011 Budget Estimates Paper 3, Section 2 Attorney General and Justice Cluster shows that (page10):

Safety/security breaches per 1,000 admissions	2008-09 Actual	2009-10 Actual	2010-11 Est. Actual
Self-harm incidents	43	36	25

Effective supervision and monitoring of offenders in the community

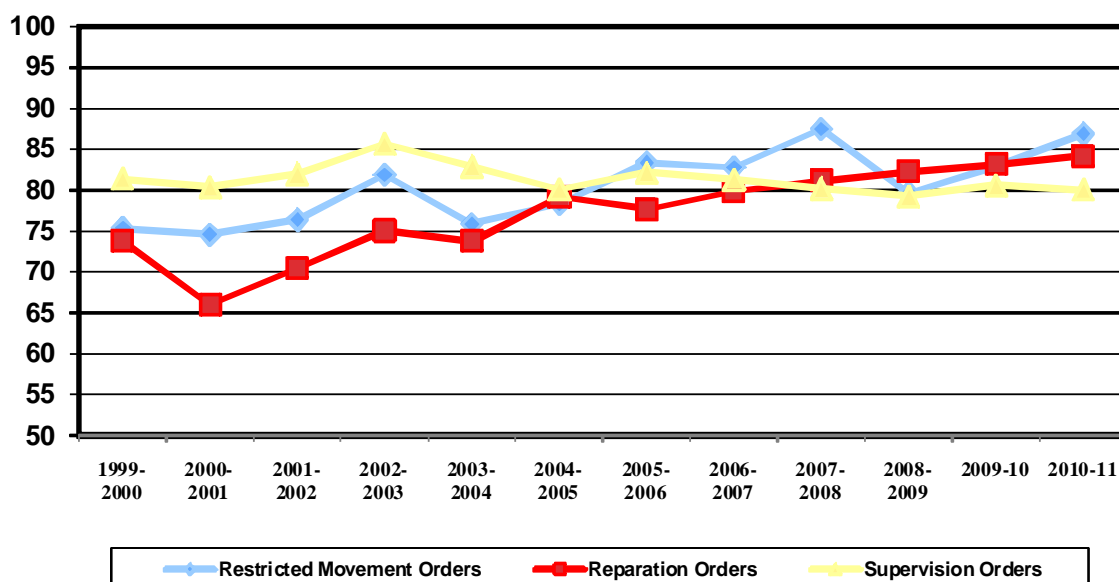
Given recent expressed concerns about the increased emphasis on compliance and monitoring of community based orders and the adoption of a more punitive philosophy since the creation of the Community Compliance and Monitoring Group this may have been expected to have been apparent in a decrease in the reported completion rate of community based orders. In fact CSNSW continues to report significantly higher completion rates than the national average and these rates have been stable over the last 5 years.

Successful completion of community-based orders

	2006/07	2007/08	2008/09	2009/10	2009/10 National Average	2010/11
Restricted movement (Home Detention)	82.82	87.53	79.69	82.96	78.8	86.92
Reparation* (Community Service Orders)	79.91	81.15	82.25	83.20	67.3	84.19
Supervision (Parole Orders, Probation Orders)	81.34	80.15	79.34	80.63	74.6	80.09
Total rate of completion	80.98	80.55	80.00	81.25	72.1	81.20

* Discharge codes have been revised to exclude "no fault revocations" from being counted as a "breach of CSO".

Over the preceding decade CSNSW community order completion rates have significantly improved.



Offender participation in effective programs to reduce risks of re-offending

Corrective Services NSW has developed a compendium of 45 approved or accredited rehabilitation programs for offenders.

In 2010/11, 9,245 offenders in custody participated in compendium programs, amounting to 56,150 program sessions. While this represents a slight decrease in the participation rate, in the same period, 3,605 offenders in the community participated in compendium

programs, amounting to a total of 35,277 program sessions. This is a significant increase compared to the previous year. Significant resources have been re-allocated from custody to community to address historical funding bias and to reflect the emphasis on early intervention in the State plan and to support the program requirements of the Intensive Correction Order.

This included 5,776 individuals engaged in programs targeting Alcohol drugs and addictions and 1,223 offenders engaged in programs targeting violence.

In addition to these programs, CSNSW provides a comprehensive education and vocational training program auspiced by its own Registered Training organisation the Adult Education and Vocational Training Institute (AEVTI).

Adult Education and Vocational Training Institute (AEVTI)

Registered Training Organisations are required to lodge an annual Australian Quality Training Framework (AQTF) Quality Indicators Report, including learner engagement and employer satisfaction surveys, as well as data on student completion rates. AEVTI's 2010 annual report highlights the high quality of services and operations, through an 81.6 percent learner overall satisfaction rating and an 82.7 percent employer overall satisfaction rating.

Education Outcomes

In 2010/11, AEVTI provided an assessment and advisory service to 9,081 inmates, with 7,645 individuals, including 991 women, enrolled in one or more education and/or vocational training course as part of their case management plan. In 2010/11, 1,799 Aboriginal and Torres Strait Islander inmates, 1,333 inmates from cultural and linguistic diverse backgrounds, and 1,861 young adult offenders participated in education programs.

The following awards were issued in 2010/11:

Unit completions	2008/09	2009/10	2010/11	The reported decline
AEVTI	9,101	7,899	6,785	
Traineeships	1,120	1,792	2,003	
Library Training	59	40	39	
Distance Education	872	528	1,293	
Total	11,152	10,259	10,120	

in unit completions in 2010/11 may be attributed in part to a change in the reporting system. Under-reporting arising from a lack of familiarity with the new OIMS based system is in the process of being corrected.

Traineeships

In 2010/11, the Corrective Services NSW (CSNSW) inmate traineeship program continued under the auspices of the NSW Department of Education and Training (DET), as part of the Commonwealth Australian Apprenticeship Program. Inmates on traineeships are engaged in a program of work and training for a period of 12 months or more. More than 800 traineeships have commenced since 2004, with an overall completion rate of approximately 75 percent. This compares favourably with the national average for completions of around 50 percent.

Corrective Services Industries

In 2010/11, Corrective Services Industries (CSI) continued to provide real work opportunities in 114 commercial business units and 58 service industries within 31

correctional centres. CSI's focus is to increase the number of inmate traineeships and work opportunities in the community for inmates upon their release.

Inmate Employment

	2006/07	2007/08	2008/09	2009/10	2009/10 National Average	2010/11
Inmates employed	5,282	5,469	5,561	5,569	<i>Not applicable*</i>	5,801
% of eligible inmates employed	78.66%	80.57%	75.93%	76.92%	76.10%	78.13%

* There is a national standard for the percentage of eligible inmates employed only, as the Australian jurisdictions vary greatly in size and a comparison of actual inmate numbers would be misleading.

In 2010/11, CSI remained at the forefront of Australia's correctional industry programs, achieving 78 percent employment of the total available inmate population.

CSI Commercial performance

In 2010/11, CSI achieved sales of \$65.8m compared to the previous year's \$64.0m. The gross return to Corrective Services NSW was \$23.9m, compared to \$25.7m in the previous year, due to the increased costs of raw materials. The significant impact arising from the transfer of significant business units arising from with the out-sourcing of Parklea Correctional Centre has also accommodated during this period.

<u>Year</u>	<u>Sales \$</u>	<u>Gross Contribution (Trading Profit) \$</u>
2005/06	\$49.6m	\$18.6m
2006/07	\$51.0m	\$18.7m
2007/08	\$54.9m	\$22.1m
2008/09	\$57.7m	\$21.5m
2009/10	\$64.0m	\$25.7m
2010/11	\$65.8m	\$23.9m

Reducing Re-offending

CSNSW is often compared unfavourably with other jurisdictions in relation to the rate of return to prison as reported in the Productivity Commission's *Report on Government Services*.

The fact that the NSW figure is higher than that for most other States or Territories is sometimes taken to mean that Corrective Services NSW is not performing as well as other correctional agencies with respect to rehabilitation programs. This inference is difficult to sustain as the Return to prison rate is influenced by changes to policing and sentencing and to differences in the utilisation of imprisonment as a sanction.

The table below from the 2011 Report on Government Services shows a rate of return to prison for NSW prisoners that is above the national average and higher than all States except the NT.

The Report on Government Services also includes a measure based on the return of offenders to any corrective services order within 2 years. This was adopted in recognition of the fact that for the purposes of inter-jurisdictional comparison, the return to prison rate is a less accurate measure of re-offending than return to corrective services order as the likelihood of getting a prison sentence for the same offence will vary from State to State.

The table below from the 2011 Report on Government Services contrasts the return to prison rate with the return to corrective services rate for prisoners released from custody in 2007/08.

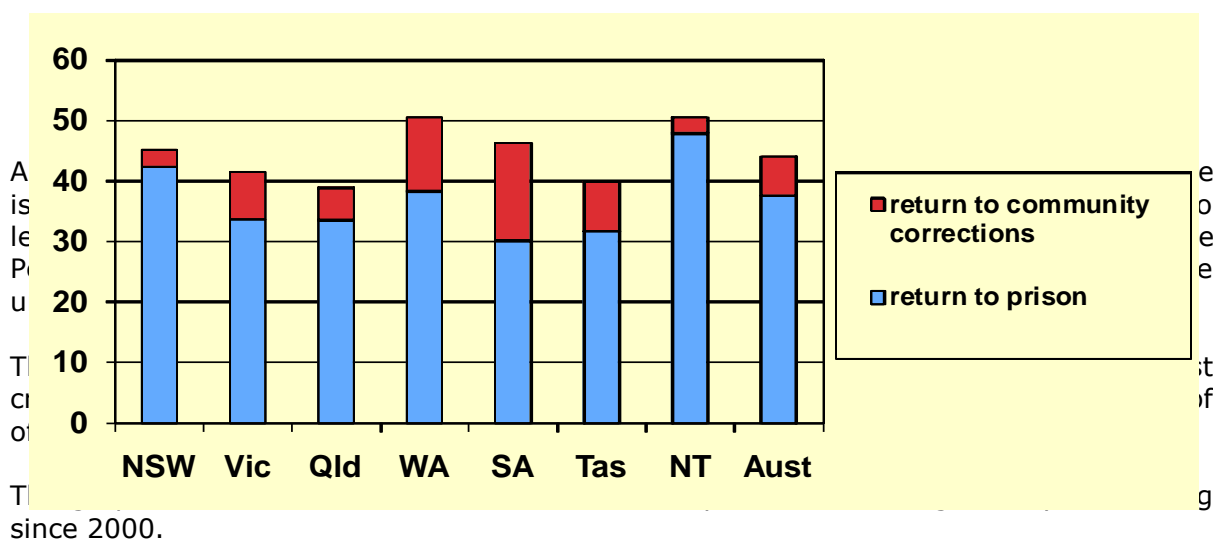
%	NSW	Vic	Qld	WA	SA	Tas	Act	NT	Aust
Prisoners returning to prison	42.4	33.7	33.5	38.3	30.2	31.7		47.9	37.7
Prisoners returning to Corrective Services	45.2	41.5	38.9	50.6	46.4	39.9		50.6	44.0

The NSW rate of prisoners returning to a corrective services order (prison or community) is marginally higher than the national average but lower than WA, South Australia and the NT.

Repeat offenders in NSW are significantly less likely to receive a community based order than repeat offenders in other States. This means that the 'return to prison rate' that is frequently cited when making adverse comparisons of correctional performance between NSW and other States is unreliable.

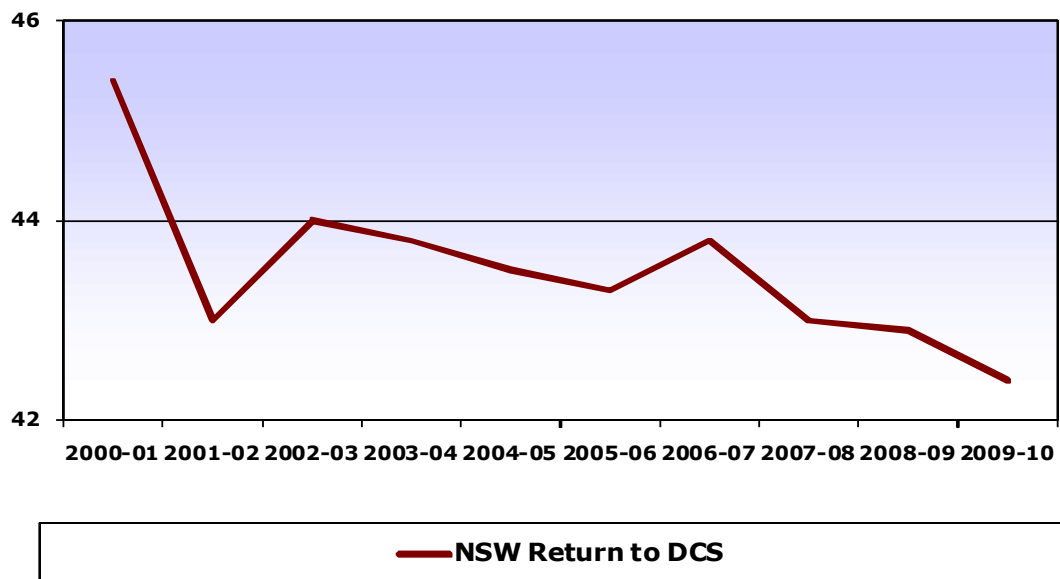
The Graph below uses data from the 2011 Report on Government Services to illustrate this point. It confirms that the likelihood of a repeat offender receiving a custodial sentence is significantly higher in NSW than in other States but that the overall rate of re-offending for NSW according to this more complete measure is only marginally higher than the national average.

Graph showing the percentage (%) of prisoners discharged from custody in 2007/08 who re-offender and receive either a prison sentence or a community corrections' order



since 2000.

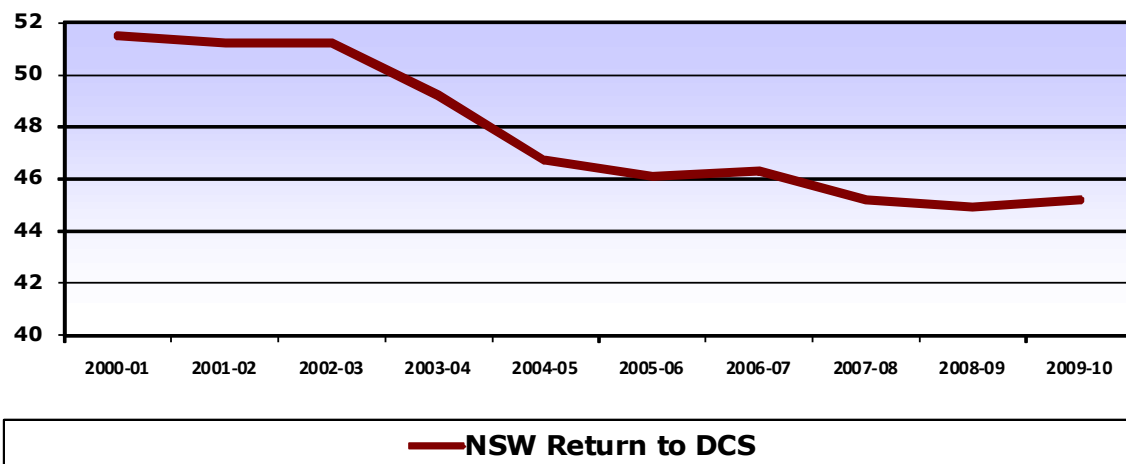
Graph Showing Percentage of NSW Prisoners who return to DCS within 2 years of release (ie get either a new prison sentence or a community based order)



(Source Report on Government Services 2011)

The 'return to corrective services' rate from the Report on Government Services provides a better indicator of progress with re-offending. Although it does not include those who re-offend and receive a sentence not administered by CSNSW. The graph below shows that the percentage of NSW Prisoners who are reconvicted and receive either custodial or community based sentences administered by CSNSW within 2 years of release has decreased from 51.5% in 2000/01 to 45.2% in 2008/09.

Graph Showing the Percentage of NSW Prisoners who return to DCS within 2 years of release (ie get either a new prison sentence or a community based order)



CSNSW have put significant additional resources into the management of offenders in the community aimed at intervening earlier an offender's criminal career. Within a

twelve month period there are more than twice the number of offenders completing orders managed by CSNSW in the community than are being discharged from prison.

Although the rate of re-offending is significantly lower for this group, the contribution of this cohort to the total number of newly sentenced receptions coming into prisons is significant and is equivalent to over half of the number of prisoners returning to prison over the same period.

Data from the 2011 Report on Government Services in the table below shows that the rate of re-offending for offenders on community base orders supervised by CSNSW is significantly lower than the national average.

Table showing rate of return of offenders completing community based orders from Report on Government Services 2011

Offenders returning within 2 years	NSW	Vic	Qld	Aust
to a community corrections order	13.0	13.6	15.6	15.6
to any community or custodial correctional order	23.9	19.9	30.7	27.4

Measures of Re-offending Adopted for the NSW 2021 and the previous State Plan

NSW 2021 aims to 'reduce juvenile and adult re-offending by 5% by 2016. This echoes the target of the 2006 NSW State Plan priority to reduce re-offending by 10% by 2016 and an opportunity to refine the historical measures of recidivism.

In February 2011 BOCSAR provided the first report on progress towards achieving the State Plan target and concluded that significant progress had been made towards the target of reducing re-offending by 10% by 2016.

BOCSAR showed that after 18 months a 4.8% reduction in re-offending had been achieved for adult offenders given no custodial orders and that a 3.8 % reduction in re-offending had been achieved for offenders released from custody.

Effective arrangements during times of transition from community to custody and from custody to community

CSNSW has developed a range of partnerships to support transitions from community to custody.

Over the last 2 years access to housing has been a priority. The major projects and partnerships include:

- Targeted Housing and Support Western Sydney, in partnership with the Community Restorative Centre (CRC)
- Sustaining Tenancies Far West/Broken Hill, with CRC
- Bail Support Pathways Program, with the Richmond Fellowship
- Partnerships with SDRO, Centrelink, DEEWAR, NSW Health, Housing NSW

The Community Offender Support Program Centres have also provided increased support to offenders exiting prison.

Number of residents from Community Offender Support Program (COSP) centres with stable accommodation arrangement

COSP centre	Number of Residents in program		Residents obtain stable accommodation as per exit and resettlement plan			
			Number		%	
	2009/10	2010/11	2009/10	2010/11	2009/10	2010/11
Swanson Lodge	88	114	73	70	83%	61%
Nunyarra	92	152	53	52	58%	34%
Boronia	54	61	24	21	44%	34%
Bundaleer	108	131	55	70	51%	53%
Campbelltown	99	85	33	33	33%	39%
Cooma	6	64	1	38	17%	59%
TOTAL	447	607	239	284	53%	47%

CSNSW has also maintained a strong emphasis on supporting access to visits from family and friends.

Number of visits from families/friends

	2006/07	2007/08	2008/09	2009/10	2010/11
Visits	212,533	202,209	202,890	214,746	210,335
Rate per 100 prisoner	22.45	20.98	20.15	20.74	20.83

Cost efficiency and efficient asset management

Over the past few years, CSNSW has been successful in reducing the net operating expenditure by introducing workplace initiatives such as:

- introduction of Casual Correctional Officers. This has resulted in a decrease in overtime.
- introduction of a new correctional officer centralised rostering system; and
- correctional centre management plans

Cost of custody services per inmate per day

In 2010/11, the overall recurrent cost per day per inmate remained well below the national average.

2006/07	2007/08	2008/09	2009/10	2009/10 National Average	2010/11
\$217.27	\$223.67	\$208.65	\$197.99	\$207.15	\$199.46

Note: previous years' figures have been revised to reflect 2010/11 \$ equivalent.

Cost of community-based correctional services per day

In 2010/11, the operating cost of community-based correctional services increased, reflecting the intensity of community-based programs implemented to address the factors that lead to re-offending.

2006/07	2007/08	2008/09	2009/10	2009/10 National Average	2010/11
\$12.93	\$13.18	\$20.50	\$21.48	\$18.25	\$24.50

NSW reported the 4th lowest cost per prisoner per day with Victoria (\$240.66), WA (\$223.73), TAS (\$307.66) and the ACT (\$369.27) all reporting higher recurrent costs.

Over the past 5 years, NSW has managed to decrease the real recurrent cost per prisoner per day from **\$221.08** in 2005-06 to **\$197.99** in 2009-10. A reduction of **\$23.09**.

CSNSW NSW has decreased the net operating expenditure from \$867,514,000 in 2007-08 to \$832,668,000 in 2009-10 a saving of \$34,846,000 over the past 3 years

The table below illuminates the relationship between the cost per inmate per day and the percentage of offenders in prisons operated by private providers. For instance Victoria has 33.5% of prisoners in privately operated prisons but cost 21% more than NSW with 11.9% of prisoners in privately operated facilities. The NSW average cost per prisoner per day will also be significantly reduced through the adjustment to management plans currently underway with the savings strategy.

Jurisdiction	NSW	Vic	Qld	WA	SA	Tas	Act	NT	Aust
Net operating expenditure per prisoner \$/day	197.99	240.66	181.09	223.73	186.92	307.66	369.27	181.28	207.15
% inmates in private prisons	11.9	33.5	23.3	20	7.9	0	0	0	-

Appendix 3: Analysis of savings costed by CSNSW as a consequence of the Review and reconciliation with Report recommendations

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
Asset Management 285	ID: 13366 Project Officer (Assets)	86,498	86,498		Included in Report – Recommendation 1
Audit 248	ID: 15879 Superintendent	146,474	-	146,474	<p>Will be looked at in review of uniformed staff in Head Office. May need replacement by a Clerk 9/10 position which would see a \$50,000 saving</p> <p>Further, CSNSW advise that this Branch should be considered for outsourcing as this may be more cost effective</p> <p>As subject to further review, not included in savings of this Report</p>
Blacktown Metropolitan Office 650	Various positions	961,747	961,747		Included in Report – Recommendation 34
COM Relief Staff 586	ID: 17436 Executive Director COM Strategy	221,300	-		Put forward by CSNSW for deletion in previous savings round. Cannot be considered for further saving
Commissioner's Media Unit 219	ID: 14790 Media Research and Admin Officer				

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
	ID: 15123 Media Research and Admin Officer				
	ID: 14386 Media Liaison Officer				
Sub Total		257,259	257,259		Included in Report – Recommendation 39
Commissioner's Projects 239	ID: 18455 Projects Officer	86,498			
	ID: 17918 Admin Officer Video Conferencing	75,870			
Sub Total		162,368	\$174,029		Included in Report – Recommendation 7 Following enquires by the Review Team CSNSW opted to retain Position No 18455 (\$86,498) and abolish Position No 17894 Senior Projects officer increasing the total savings to \$174,029, an increase of \$11,661
Corporate Legislation and Parliamentary Support 228	ID: 16778 Information Access & Privacy Officer	30,348			
	ID: 16778 Information Access & Privacy Officer	45,522			

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
	ID: 19263 Admin Officer	70,929			
	ID: 14177 Information Access & Privacy Officer	75,870			
	ID: 17413 Legislation & Policy Officer	86,498			
	ID: 15960 Snr Legislation & Policy Officer	98,159			
Sub Total		407,326	-	407,326	<p>These six Positions put forward by CSNSW as "medium risk to achieve" – abolition subject to further review. This will need to be included in review relating to creation of Combined Corporate Services</p> <p>Cannot be included in this Report as savings at this stage</p>
Corporate Research, Evaluation & Statistics 216	CSNSW recommended eight positions to be abolished – saving \$686,729	\$686,729	\$517,713		<p>Included in Report – Recommendation 25</p> <p>Eight positions put forward by Deputy Commissioner Corporate Services for abolition</p> <p>Review Team considered submission by Assistant Commissioner Offender Services & Programs that only six positions be abolished and went with this recommendation– saving \$517,713</p>

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
Corporate Strategy 225	ID: 10084 Senior Planning & Projects Officer	78,527			
	ID: 15668 Planning & Projects Officer	86,498			
	ID: 19864 Snr Projects Officer – W/Place Behaviour	98,159			
	ID:15090 COORD Cultural & Linguistic Diversity	98,159			
	ID: 18048 Snr Mgr HR Strategy & Policy	119,149			
Sub Total		\$480,492	-	\$480,492	These five Positions put forward by CSNSW as “medium risk to achieve” – abolition subject to further review. This will need to be included in review relating to creation of Combined Corporate Services Cannot be included in this Report as savings at this stage
Corrective Services Support Line 217		365,372	365,372		Included in Report – Recommendation 6
Corruption Prevention Unit	ID: 14527 Ethics Officer	98, 159	98, 159		Included in Report – Recommendation 9

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
Custodial Training 262	ID: 15101 SAS Learning & Development Facilitator 5D	98,361			
	ID: 18614 SAS Sunset 5D	98,361			
	ID: 15097 AS Learning & Development Officer 5D	91,705			
	ID: 15098 AS Learning & Development Officer 5D	91,705			
Sub Total		\$380,132	\$380,132		Recommendation 50 These 4 Positions recommended by CSNSW to be abolished due to reduction in custodial training requirements
Executive Support 201	CSNSW recommended 3 positions to be abolished – saving \$463,594	\$463,594	\$241,250	\$464,157	Recommendation 8 Review Team recommended Assistant Commissioner OOC&HR position to be abolished – saving \$241,250 Other 2 positions recommended by CSNSW, Superintendent to be subject to review of uniformed staff positions and Visitors Restrictions Officer deemed to be required for transfer to S&I Division. S&I Division to be subject to a review – budget 2 positions \$222,344

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
					However, 2 other positions require further review as to their necessity, Director Executive Services Branch Position No 17377 (\$143,654) as part of the review recommended of Ministerial Services and Executive Officer Clerk Grade 9/10 14731 (\$98,159) CSNSW proposes to transfer to Combined Corporate Services That is, \$464,157 subject to further review
Finance 286	ID: 14400 Clerk	75,870	-	75,870	This position put forward by CSNSW as "medium risk to achieve" – abolition subject to further review Cannot be included in this Report as savings at this stage
Human Resources 265	ID: 11385 Regional HR Manager (Inner Metro)	98,159			
	ID: 16341 Superintendent Career Recruitment	146,474			
Sub Total		244,633	98,159	146,474	CSNSW advises that ID: 11385 Regional HR Manager (Inner Metro) can be abolished ID: 16341 Superintendent Career Recruitment to be included in review of uniformed staff in Head Office

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
Malabar Metropolitan Regional office 690	ID: 80132 Deputy Superintendent				
	ID: 80149 Clerk				
Sub Total		155,807	155,807		Included in Report – Recommendation 34
Ministerial Liaison Unit 222	ID: 14235 Project Officer Ministerial Liaison Clerk Grade 9/10	98,159			
	ID: 15482 Coordinator Ombudsman Matters	86,498			
Sub Total		184,657		184,657	These positions put forward by CSNSW as “medium risk to achieve” – Discussions with CSNSW revealed that there was no analysis to justify this recommendation at this stage. Ministerial Services is recommended in the Report for review. Savings cannot be included in this Report at this stage
Operational Performance Review 251	CSNSW recommended 6 positions to be abolished – saving \$454,513	\$454,513	-	\$454,513	Discussions with CSNSW revealed that there was no analysis to justify this recommendation at this stage.

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
					<p>Review Team has proposed in the Report that of the 20 positions in OPR, 14 should be transferred to the proposed Governance Division and six should be transferred to the proposed Office of Departmental Review together with 24 positions from Corrective Services Investigations and one position responsible for Official Visitors</p> <p>The final staff establishment and structure of the ODR is to be subject to review</p> <p>Cannot be included in this Report as savings at this stage</p>
Operations Branch 581	<p>CSNSW originally proposed staff reductions of 13 positions to result in savings of \$1,507,870</p> <p>Subsequently the Review team was advised that this had been revised down to 8 positions to result in savings of \$1,041,568</p>	\$1,507,870	\$1,215,597	\$547,018	<p>See Recommendations 2 and 21 of Report. Following discussions with CSNSW, Review Team increased the 8 positions proposed to be abolished to 10 with total savings of \$1,215,597</p> <p>Further, in Recommendation 22 it is recommended that 5 positions CSNSW now proposes to transfer to CSI should be reviewed as to whether all or any of these positions are required in CSI</p> <p>\$547,018 is subject to further review</p>
Operations Scheduling Unit 583	ID: 18074 General Manager Roster Support Unit	159,632			
	ID: 19271 Superintendent	146,474			

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
Sub Total		\$306,106	\$527,406		Included in Report Recommendation 3 In addition to these two positions, the Review Team proposes that the position of Chief Superintendent Central Rostering is abolished creating an additional saving of \$221,300
PD Administration 585	ID: 17385 Admin Officer	56,644	-	56,644	This position was put forward by CSNSW as "medium risk to achieve as further review is needed" – Discussions with CSNSW revealed that there was no analysis to justify this recommendation at this stage Cannot be included in this Report as savings at this stage
Sentence Administration Branch 282	CSNSW recommended 3 positions to be abolished – saving \$274,036	\$274,036	-	\$274,036	These positions were put forward by CSNSW as "medium risk to achieve as further review is needed" – Discussions with CSNSW revealed that there was no analysis to justify this recommendation at this stage. Cannot be included in this Report as savings at this stage
Work Place Relations 275	ID: 18407 Senior Manger Industrial Relations				
	ID: 18410 Senior Manger Staff Health Services				

Independent Review of CSNSW Organisational Management Structure

Function & Cost Centre	CSNSW recommended abolish: Position No & Designation	\$ Budget saving as suggested by CSNSW	\$ Budget saving supported by Review Team	\$ Budget recommended for review	Comment
	ID: 10288 Senior Industrial Officer				
Sub Total		\$300,932	\$336,457		Included in Report Recommendation 10 While the final outcome is three positions to be abolished, a substitution occurred resulting in savings of \$336,457, an increase of \$35,525
Totals		8,278,518	5,415,585	3,237,661 (Review Team has arrived at an estimate of \$0.50 million saving from reviews of this budget figure)	This " <i>likely saving</i> " estimate of \$0.50 million is made by Review Team on limited knowledge of the functions proposed to be reviewed