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Performance Management in Corrections

"…enhance service delivery through greater understanding of regional perspectives and increased accountability for performance at the regional level."

"The purpose of performance measurement is to improve the quality of service delivery to customers, particularly amongst government agencies which deal with the public more often."

Foreword

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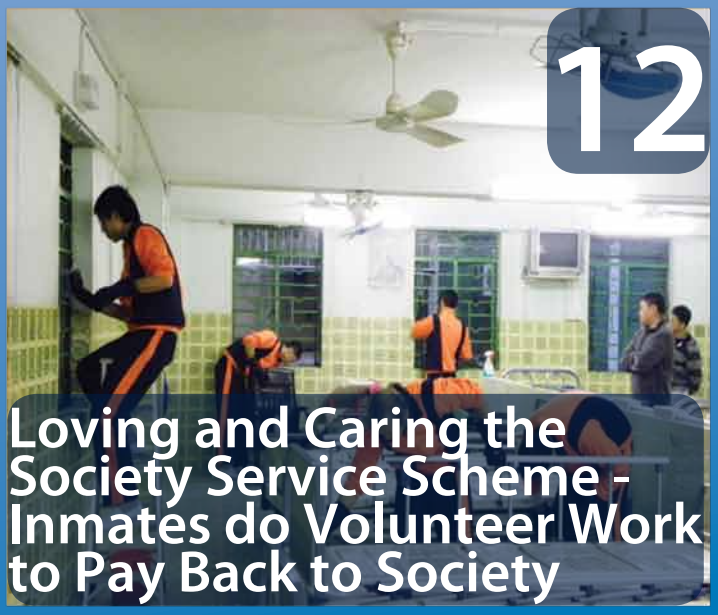

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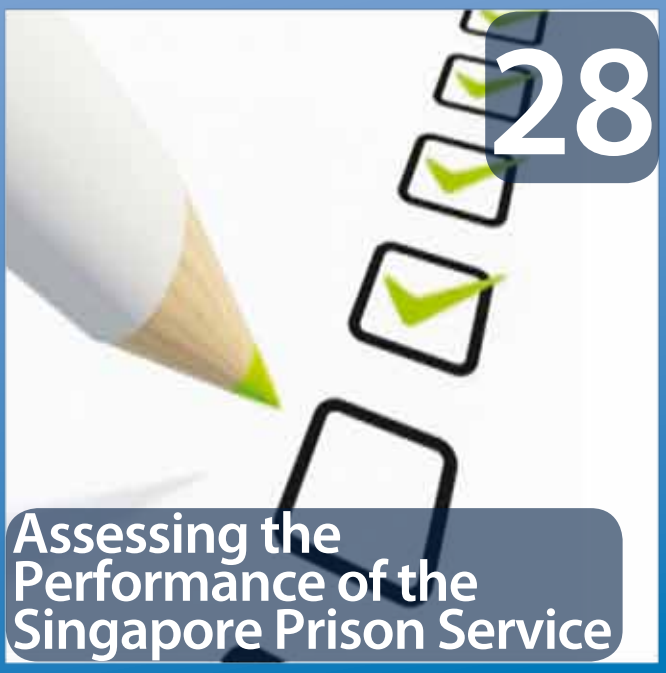
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Assessing the Performance of the Singapore Prison Service

Foreword

It is vital that we measure performance in the key areas of our work. Measuring our performance will let us know our areas of strengths and weaknesses and help us chart our strategies for continuous improvement. Without performance measurement, we will not be able to tell whether we have lived up to our accountabilities, are attaining our targets or realising our vision.

Yet, like other public sector agencies, it is not easy for prisons and correctional agencies to find practical and yet comprehensive performance indicators. Notwithstanding the challenge, various agencies shared on how it is tackled in their respective jurisdictions in the APCCA Conference of October 2010 held in Vancouver, Canada. They shared about what the performance measures of their respective correctional systems were as well as the processes and mechanisms adopted to assess them.

To seize advantage of the momentum generated during the Conference on this issue, we have made it the theme of this edition of our newsletter. I thank the various contributors and am certain that the articles will be useful to all of us as we take on the challenge.

Soh Wai Wah
Director of Prisons
Singapore Prison Service

Prison Performance Management

Government of South Australia
Department for Correctional Services

Contributed by: South Australian Department for Correctional Services

The Department for Correctional Services is responsible for the provision of custodial services, community-based supervision services and rehabilitation services to offenders in South Australia. The Department's vision is to contribute to a safer community by protecting the public and reducing re-offending.

Our vision is only achievable by applying efficient and effective performance management systems (refer to Figure 1: Performance Management Framework) to ensure an outcome focus and maintain the long term sustainability of quality service delivery.

The main areas of performance management and reporting include:

Productivity Commission - Report on Government Services

This report compares the performance of all Australian States and Territories. Information in this report has been used to assess both resource needs and the performance of our department.

The performance of corrective services is measured in this report against the objectives of equity (how well agencies treat special needs groups), effectiveness (how well the agency meets the outcomes of access, appropriateness and/or quality), and efficiency (how well inputs are used to deliver a range of outputs).

The data provided in this report provides an incentive to improve upon service delivery by:

- Enhancing measurement approaches and techniques in relation to aspects of performance;
- Assisting gap analysis where there is scope for improvement; and
- Promoting better transparency in reporting and improved comparative performance.

For further information, please refer to http://www.justice.sa.gov.au/.

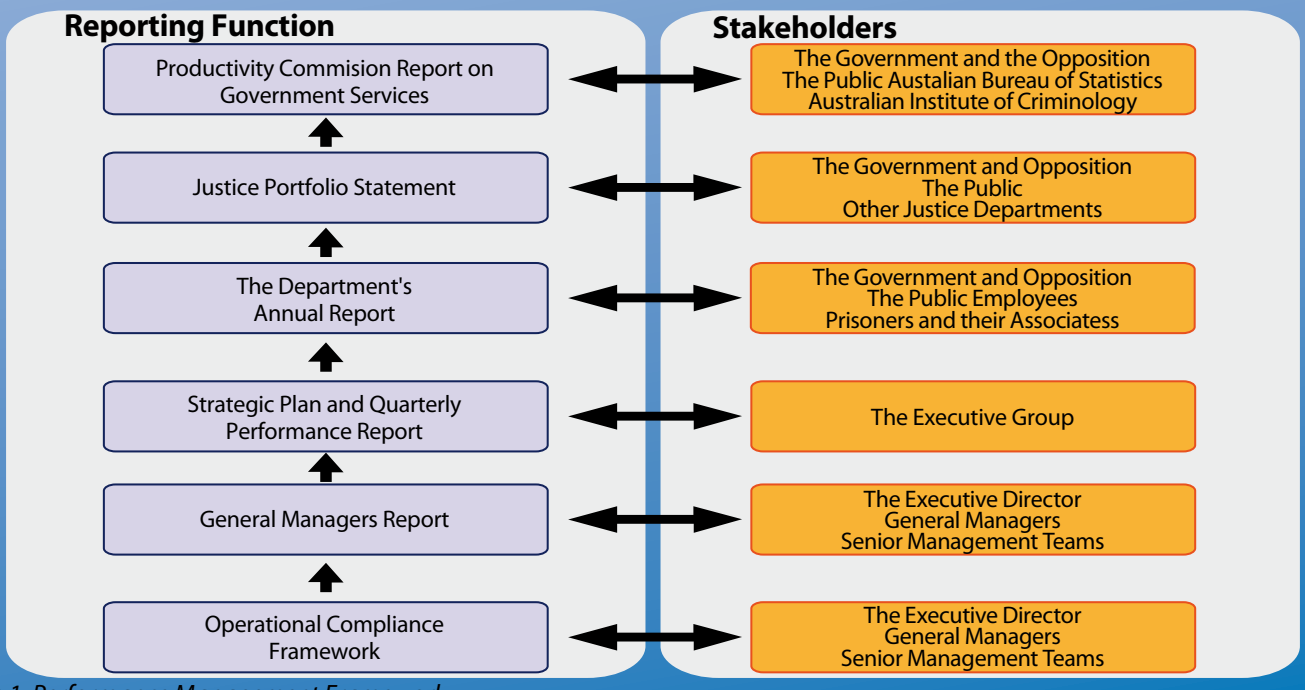


Figure 1: Performance Management Framework

Adelaide Remand Centre

Justice Portfolio Statement

This report provides the performance results of spending and the allocation of funding in South Australia. This report is an essential element in the performance measurement system as it provides significant details to assist with future strategic planning and resource allocation.

The Portfolio Statement encompasses three major areas which include:

- Rehabilitation and Reparation: the rehabilitative programs and training provided to offenders to address offending behaviour and self development;
- Custodial Services: provides effective and appropriate custodial environments that maintains public and prisoner safety in accordance with the orders of the courts; and
- Community Based Services: supervise offenders in a community-based setting, such as home detention, community services and bail supervision.

For further information, please refer to http://www.justice.sa.gov.au/.

The Department's Annual Report

This report summarises the Department's achievements throughout the year, supporting the Government's commitment to providing a safer community through its contribution to criminal and social justice in South Australia.

The Annual Report consists of approximately one hundred pages and provides a comprehensive overview of the performance of the Department measured against strategic goals. It also provides information from the Chief Executive to the Minister and the State Government.

This report is made available to all staff for the purpose of promoting sound information sharing and to improve upon a culture of communicating performance management standards.

For further information, please refer to http://www.corrections.sa.gov.au.

Strategic Plan and Quarterly Performance Report (QPR)

The QPR is provided to the Department's Executive Group every three months. This report is aligned to reflect the objectives of the current Strategic Plan and Business Plan in place.

The QPR focuses on the three major objectives of the Strategic Plan and provides direct and relevant indications on the performance of the Department to the Minister, the Justice Portfolio and the Government on a quarterly basis. This report is further sub-divided into the two main business functions that are undertaken by the Department in order to achieve both the Government's and the Department's strategic priorities. These business functions are:

- Projects/Major Initiatives (significant change mechanisms); and
- Key Performance Indicators (ongoing services the Department provides).

The three main performance management measures include:

- Delivering our critical services (public protection and reduced re-offending; safe, secure and humane management of offenders; and support and engagement of victims of crime);
- Building our capacity and capability (manage resources to meet demand; workforce requirements and results; and workplace safety); and
- Leading and managing our organisation (leadership; standards of service; and strategic management).

Yatala Labour Prison

General Managers Report

A monthly report is generated by the General Manager of each institution and shared with the Executive Director and The General Managers Group. This is a key element in the regular review of performance to provide timely reporting aligned with appropriate corrective actioning for purposes of engendering a culture of continuous improvement.

This reports measures the performance on the following items:

- Safe, secure and humane management of offenders (incident rates, escape statistics and emergency contingency testing);
- Public protection and reduced re-offending (hours out of cell, community service delivery and literacy programmes);
- Our people (safety statistics, employee retention and development);
- Financial performance;
- Management systems (auditing and systems review); and
- Asset services (asset management works).

"The performance of corrective services is measured… against the objectives of equity (how well agencies treat special needs groups), effectiveness (how well the agency meets the outcomes of access, appropriateness and/or quality), and efficiency (how well inputs are used to deliver a range of outputs)."

A Standard Maximum Security Wing

Operational Compliance Framework (OCF)

This is a relatively new initiative for the Department to measure performance. The OCF program is intended to support staff through targeted active monitoring of their adherence to all critical internal controls and the appropriate guidance, supervision, performance management and development.

This is a performance management system that improves on a culture of continuous improvement and the proactive amelioration of designated high operational risks. The current risks identified as posing the highest operational risks to prisons include Access Control, Escape, Keys/Security Equipment Management, Major Incidents, Suicide/Self harm, and Admissions/Discharges.

Whilst this performance management system is in its infancy, it will soon be expanded beyond the prison environment to Community Corrections and potentially measure performance within the Offender Development directorate. A Scorecard system is attached to the OCF based on risk management principles whereby upon determining that an institution is unable to achieve a suitable baseline measurement more intensive performance measurement is deemed warranted. These measures would include detailed reporting on non-conformances, operational capabilities, and independent audits.

The future direction in performance reporting for the Department will be the continuous improvement of data quality of existing indicators and the development of new indicators.

Performance Management in Malaysia Prison Department

Malaysia Prison Department

Contributed by: Malaysia Prison Department

The Malaysian Government has been moving towards inculcating a performance-based work culture in the Civil Service. The purpose of performance measurement is to improve the quality of service delivery to customers, particularly amongst government agencies which deal with the public more often. Services delivered by the agencies are determined by their functions, which are in line with the vision, mission and objectives of the agency. Government agencies need to assess their performance in order to ensure that the quality of services delivered is consistent with the function, vision and mission of the agency, and meets the needs of customers. Performance results of all the services delivered to customers will provide an overview of the overall performance of the agency.

In the context of prison, organizational excellence can be assessed in the following areas:

- The attitude towards the pursuit of excellence;
- Noble ethics;
- The development of staff who are knowledgeable and skilled;
- Performance-based culture of work; and
- Strong leadership.

Several departments have implemented measures to improve the quality of service delivery to clients. These initiatives include:

1. The measurement of individual and organisational performance through the Annual Work Target (SKT), a competency assessment framework under the Malaysian Remuneration System (SSM);
2. The measurement of efficiency through the implementation of the Quality Management System MS ISO 9000 and Total Quality Management (TQM), an innovative problem-solving capability through the Innovative and Creative Group (KIK); and
3. Benchmarking best practices through the implementation of the Civil Service Quality Award - a Client Charter has been established and it has become the standard of service quality against which the performance of services delivered to customers can be benchmarked.

"The purpose of performance measurement is to improve the quality of service delivery to customers, particularly amongst government agencies which deal with the public more often."

Standard Minimum Rules for the Treatment of Prisoners

Adopted by the First United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held at Geneva in 1955, and approved by the Economic and Social Council by its resolution 663 C (XXIV) of 31 July 1957 and 2076 (LXII) of 13 May 1977

Preliminary Observations

1. The following rules are not intended to describe in detail a model system of penal institutions. They seek only, on the basis of the general consensus of contemporary thought and the essential elements of the most adequate systems of today, to set out what is generally accepted as being good principle and practice in the treatment of prisoners and the management of institutions.

2. In view of the great variety of legal, social, economic and geographical conditions of the world, it is evident that not all of the rules are capable of application in all places and at all times. They should, however, serve to stimulate a constant endeavour to overcome practical difficulties in the way of their application, in the knowledge that they represent, as a whole, the minimum conditions which are accepted as suitable by the United Nations.

3. On the other hand, the rules cover a field in which thought is constantly developing. They are not intended to preclude experiment and practices, provided these are in harmony with the principles and seek to further the purposes which derive from the text of the rules as a whole. It will always be justifiable for the central prison administration to authorize departures from the rules in this spirit.

4. (1) Part I of the rules covers the general management of institutions, and is applicable to all categories of prisoners, criminal or civil, united or convicted, including prisoners subject to "security measures" or corrective measures ordered by the judge.

(2) Part II contains rules applicable only to the special categories dealt with in each section. Nevertheless, the rules under section A, applicable to prisoners under sentence, shall be equally applicable to categories of prisoners dealt with in sections B, C and D, provided they do not conflict with the rules governing those categoies and are for their benefit.

Extract from the UN's Standard Minimum Rules for the Treatment of Prisoners

The performance standards Malaysian Prison has determined are in line with standards set locally and internationally. Objectives, guidelines and targets are then set based on these standards as well as laws and regulations.

The United Nations' Standard Minimum Rules for the Treatment of Prisoners (UNSMR) is a basic guideline which is used by prisons and correctional institutions at the international level in order to administer and ensure the basic rights of the inmates.

UNSMR is referred to together with the Malaysian Prison Act – an act to consolidate laws relating to prisons, prisoners and related matters. The Malaysian Prisons Department also uses several regulations in the administration of its institutions. For example, Prison Regulations 2000 is used in the administration of prisons. The Standing Order of The Prison Commissioner General is a procedure and regulation which is formulated with greater detail and is more comprehensive in order to handle issues which are not addressed in detail by other Acts and Regulations. These are the main methods used to strengthen and improve the Quality Management System after obtaining the MS ISO 9001:2008 certification on November 11, 2008 from Standards and Industrial Research Institute of Malaysia (SIRIM).

The year 2008 saw more positive growth and commitment in the Department to ensure quality management and excellent service delivery.

When a standard is set based on the provision of laws and regulations, it is important that the level of performance is measured. The measurement of performance is done not only to evaluate success but also to measure the level of observance and adherence to the laws and regulations. It also serves to open a door of opportunity towards further improving the quality of the services provided. Thus, Malaysian Prisons Department has set a suitable correctional standard as a guideline while carrying out its duty/services to the inmates, public and relevant agencies.

The Malaysian Prisons Department has adopted a few methods in standardizing its services and performance. Among the methods and approaches used are:

1. Key Performance Indicators (KPIs)

Key performance indicators for Malaysian Prison are developed based on its core businesses of safe custody and effective rehabilitation.

Each of the ten divisions responsible for the administration and management of the prison draw up their own Strategic Objectives and KPIs. These KPIs are compiled to be used as KPIs for the entire department. Once every five years, the KPIs will be reassessed and it will be determined if they are still relevant for the current needs and requirements.

2. MS ISO 9001:2008 System (Malaysian Standards)

The Quality Management System MS ISO 9001:2008 was implemented in Prisons to streamline the work procedures undertaken in prison institutions as well as to standardize prison management work/job implementation. Implementation of quality management in the Prison Department covers four main areas:

- Management of long sentence and short sentence prisoners;
- Detainee Management;
- Juvenile management from entry to release; and
- Management training courses (basic, secondary and higher levels) for prison officers at the prison training centre.

The assessment of performance in the Malaysian Prison Department is carried out by an internal and an external party. The evaluations done by different parties creates a system of checks and balances. The self-evaluation done by the department can root out non-compliance and gauge the level of performance of the institution from time to time. Meanwhile, the evaluation by an external agency can help the department view things from the point-of-view of a neutral third party.

Internal evaluation is done by the internal audit unit and other available sectors according to their role and function. Other agencies involved in evaluating the achievement of the Malaysian Prison Department include government agencies, such as the Home Ministry, Audit Department, Malaysian Administrative Modernisation and Management Planning Unit (MAMPU), Standards and Industrial Research Institute of Malaysia (SIRIM) and Visiting Judges. In addition, the Malaysian Prison Department, from time to time, also receive visits from parties, such the Malaysia Human Rights Commission (SUHAKAM), which examine if the human rights of inmates have been infringed upon. The public and the family of inmates are allowed to give feedback, comments and suggestions, which are aimed at improving services.

When measuring the quality of service delivery, importance is given to customer satisfaction, service standards and quality. Service delivered to customers is clearly stated in the Customer Charter. At the institutional level, the level of achievement of service delivery system is continuously monitored through internal audits, KPIs and customers satisfaction surveys. Training is provided to staff based on the '7 M ' training system. Guidelines, such as a summary of Development Administration Circular (DAC) on the Code of Ethics and Prison Officers' Standing Orders, are also prepared for circulation to all staff.

Based on the criteria stated above, the Prisons Department of Malaysia is on track in assessing and measuring the quality of services delivered in order to meet the needs of customers and to fulfill the aspirations of our Prime Minister – **"People First, Performance Now".**

ISO 9001:2008 REGISTERED

Forum Seeks Support from NGOs for Offender Rehabilitation

Contributed by: Hong Kong Correctional Services

Assistant Commissioner (Rehabilitation), Mr Sheung LEE, speaks at the forum

Hong Kong Correctional Services Department (HKCSD) bears the mission to protect the public and reduce crime by providing a secure, safe, humane, decent and healthy environment for persons in custody, facilitating the rehabilitation of offenders, and working in collaboration with the community and other agencies.

Apart from custodial services, HKCSD is committed to providing the best possible opportunity for all offenders to make for themselves, a new start upon their release. The department believes that the successful reintegration of rehabilitated offenders into society would depend largely on how readily the public accepts and supports them. In this regard, HKCSD has been actively promoting community acceptance of and support for rehabilitated offenders through education, publicity and public involvement.

Various publicity and public education activities are organised to help the community better understand the needs of rehabilitated offenders and the challenges they may encounter, as well as to appeal for acceptance and support from the public.

To enhance the rehabilitative services for offenders, HKCSD has been working closely with non-government organisations (NGOs) to provide services to individuals currently serving their sentences and rehabilitated persons. Over 2000 employees/volunteers from more than 80 NGOs are actively involved in a variety of services, ranging from the provision of counselling and religious services to the organisation of cultural activities and recreational projects in Hong Kong's penal institutions. All such volunteer services help to link up the prison community with the society to which the offenders would eventually return. The employees/volunteers from the NGOs set a shining example of public acceptance and support for rehabilitated offenders.

To strengthen cooperation between HKCSD and NGOs as well as to provide an opportunity to exchange views on matters relating to services on rehabilitation of offenders, HKCSD holds an annual forum involving representatives. The 2010 forum was held on 20th December with the theme "A Synergistic Effect in Rehabilitation Services - Collaboration between HKCSD and NGOs". Co-organised with the City University of Hong Kong, it was attended by more than 200 NGO representatives, academics, volunteers and HKCSD staff. Professor Gregory Lee, Dean of College of Humanities and Social Sciences, City University of Hong Kong and Professor Paul Senior of Sheffield Hallam University delivered keynote speeches at the forum. This was followed by a sharing of valuable experiences in rehabilitative services and academic exploration of related working theories and practices.

200 NGO representatives, academics, volunteers and HKCSD staff attended the forum

"HKCSD has been actively promoting community acceptance of and support for rehabilitated offenders through education, publicity and public involvement."

As a manifestation of synergistic effects in rehabilitative services, the NGO forum not only served as a platform for mutual learning but also gave stimulation to NGOs in formulating new rehabilitation projects. Moreover, the partnership between HKCSD and NGOs was further strengthened. To recognise the commitment and contribution of the volunteers, an Outstanding NGO Volunteer Award Presentation Ceremony was also held immediately after the forum. A total of 50 volunteers from 23 NGOs received awards for their unstinting efforts in providing quality rehabilitative services to offenders.

Regional Performance Meeting (RPM) Process

Queensland Government
Queensland Corrective Services

Contributed by: Queensland Corrective Services

In July 2009, Queensland Corrective Services (QCS) introduced a Regional Performance Meeting (RPM) process to manage and enhance performance at the regional level across the Division. Each RPM enables the Commissioner for Corrections (e.g. Chief Executive or similar) to review the combined performance of community and custodial supervision services within designated geographic regions.

- 6 prison farms
- 2 community custody centres
- helps prisoners gradually re-join the community

A Queensland Prison Farm

Queensland is geographically a large state with over 1.7 million square kilometers of land; it is half the size of all of Europe and five times the size of Malaysia. The RPM process ensures that the diversity in the regions within the state is captured to enable action plans to be developed to suit unique local conditions.

The purpose of this style of performance management is to enhance service delivery through greater understanding of regional perspectives and increased accountability for performance at the regional level. This is in contrast to previous performance reviews, which were undertaken along operational lines where there was little collaboration between community and custodial service delivery operations.

The central component of the RPM model is a program of regular Regional Performance Meetings held within each region that analyse performance results, governance and compliance at the regional level.

"...enhance service delivery through greater understanding of regional perspectives and increased accountability for performance at the regional level."

10 high security correctional centres 4500 prisoners

A Queensland Prison

A Regional Performance Report (data pack) is produced to provide the data required to support performance management in a region. The data pack is provided to management teams within each region prior to the RPM to provide the opportunity for the regional management team to provide full commentary and analysis on the results, strategies, actions and issues.

Regional Performance Meetings have yielded the following benefits:

- Informing the executive management team of regional issues, needs and successes;
- Modeling the management behaviours expected of managers in regional areas;
- Fostering a culture of accountability in which staff welcome scrutiny of their performance;
- Promoting local integration between correctional centres and probation and parole services;
- Reinforcing the Division's strategic priorities at the local level;
- Enabling discussion of performance in both qualitative and quantitative terms;
- Facilitating local responses to issues that are specific to that region, due to demographic, geographic, service system, economic and environmental factors;
- Enabling local targets to be set that clearly identify the region's contribution to the Division's targets;
- Identifying and acknowledging innovative initiatives that could be applied in other locations; and
- Assisting regions in developing action plans.

In late 2010, QCS completed the first round of RPMs, which produced over 200 recommendations to improve service delivery . Many have since been implemented. For further information on the QCS RMP process, please contact ***Mr. Gary Wilson at (07) 3405 6269 or via email at Gary.Wilson@dcs.qld.gov.au.***

Loving and Caring the Society Service Scheme

~ Inmates do Volunteer Work to Pay Back to Society

Contributed by: Macao Prison

In order to encourage inmates to actively participate in volunteer social work, from which they can experience the joy of helping people and enhance their sense of responsibility to pay back to society, Macao Prison and Caritas de Macau co-launched inmates' "Loving and Caring the Society Service Scheme".

Inmates Cooperate to Clean the Elderly Home

The first stage of the Service Scheme takes half a year, when arrangements are made for inmates to provide volunteer services to Macao's local non-profit organizations. The scope of services includes elderly homes, care centres for the aged, service centres for the invalid, youth homes, etc.

The intended participants for this scheme are sentenced inmates in prison. These inmates may apply voluntarily, and will be evaluated based on factors, such as term of imprisonment, conduct when serving their sentence, mental and physical health. After the selection is made, the approved inmates wear special uniforms provided by the Macao Prison and are escorted by prison guards and social workers to the local social service organizations to provide their volunteer services.

The first Loving and Caring the Society Service Scheme activity was held successfully on 15 December 2010. Inmates visited the elderly home subordinate to Caritas de Macau, where they conducted spring cleaning. Inmates participating in this activity displayed their wholehearted efforts as they helped tidy up the furniture and bedding, cleaning electronic appliances as well as the floor, thus, bringing about clean living surroundings for the elderly people to welcome the new year.

Inmates who took part in this activity expressed how meaningful this activity was as it let them experience the joy of helping others. Through the "Loving and Caring the Society Service Scheme", the Macao Prison hopes this would encourage acceptance of and concern for inmates by all social sectors. This would then help inmates receive more support and encouragement and thus strengthen their confidence in social reintegration after their release.

Smart Prison Guard Painting Contest

~ For Staff's Children's Participation

Contributed by: Macao Prison

An Awarded Entry from a Kindergarten Child

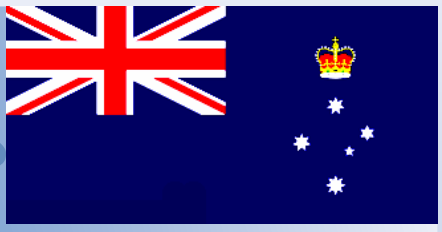
Parents are role models to kids as they tend to imitate the behavior of their parents. Some parents are their kids' idols who they feel proud of, because in their minds, their parents are outstanding, smart, professional, and brave, just to name a few positive attributes.

Enhancing the professional image of the Macao Prison Guard is one of the long-term goals of Macao Prison. In line with this objective, the prison held a painting contest themed 'Smart Prison Guard' between 15 October and 15 November 2010 for the children of Macao Prison staff to get them to understand more about the job of the prison guards. Staff's children who were in kindergarten or primary school during the contest period were welcomed to participate.

Each of the participants was given a picture of the Macao Prison Guard and the Macao Prison that was printed on a painting sheet. They could colour it in any way they wished. Some of the more creative ones drew additional pictures from their imagination too. Through this contest, the parent-child relationship has been strengthened, staff's children now know more about the job of a prison guard as well as the prison where their parents work. An awards presentation for this contest was also held during the "Staff's Christmas Party of Macao Prison" in December 2010, which was enjoyed under a warm and joyful atmosphere.

An Awarded Entry from a Primary Child

Performance Management in Corrections Victoria



Contributed by Corrections Victoria

Wulgunggo Ngalu Learning Place

Corrections Victoria (CV) operates Victoria's adult corrections system, including prisons and Community Correctional Services (CCS). CV aims to ensure that prisoners are safely and securely contained and strives to rehabilitate offenders, in part, by addressing the underlying causes of offending behaviour.

There are 14 prisons across Victoria, including 11 public prisons, two privately operated prisons and the Judy Lazarus Transition Centre. In addition, CV manages 60 CCS locations and the Wulgunggo Ngalu Learning Place.

CV operates under a regionalised model whereby the core accountabilities are shared between the eight regional centres and the central office.

The respective responsibilities are to:

- Establish, monitor and review policies, programmes and services (including risk management and quality assurance programs and processes) for both public and private prisons and CCS (Central Office);

• Fulfil all operational functions including the management of prisons, CCS and other correctional programmes (Regions);
• Provide policy advice to the Victorian Government, including strategies to reduce rates of re-offending, business planning, programme development and reporting on general trends in the corrective services system (Central Office and Regions); and
• Provide statewide services, such as sentence management, central records and administration of the Adult Parole Board (Central Office).

Victorian prison performance is reported against objectives that are common to most corrective services jurisdictions. These objectives include the provision of a safe, secure, and humane custodial environment in which prisoners are effectively managed, commensurate with their needs and the risks they pose to the community. Additionally, Victoria's prison system aims to reduce the risk of re-offending by providing services and programme interventions that address the cause of offending, maximise the chances of successful reintegration into the community and encourage offenders to adopt a law abiding lifestyle.

PERFORMANCE MEASURES

BP3

The government's expectations of the corrections system are set out in its Budget Paper 3 (BP3) reports. The key measures on which CV has to report back to the Government relate to the occupancy of prisons and the proportion of Service Delivery Outcomes (SDOs) achieved.

Internal Performance Measures

Under the regional model, Regional Directors are primarily responsible for the following:

• The delivery of services against certain standards within the budget allocated;
• The maintenance of registers and compliance with documented processes;
• Monthly and quarterly reporting on the achievement of Service Delivery Outcomes (SDOs); and
• The handling of complaints.

As part of the regional service delivery agreement, the Central Office assumes responsibility for strategic and service planning including establishing service system SDOs and targets, system-wide performance reporting and information management, and incident reporting and monitoring. These functions are carried out with the Office of Correctional Services Review (OCSR), an independent body within the Department of Justice, which was established in August 2007 to oversee the corrections system to ensure that it is fair and accountable, meets the needs of offenders and staff and minimises risk to the community.

PERFORMANCE LINKED FEES (PLF)

For private prisons (Port Phillip Prison and Fulham Correctional Centre), Performance Linked Fees (PLF) are described in the individual Prison Services Agreements. The PLF entitlement for each performance year is made up of two components:

• 35% Accommodation Services component:
  * In the event that the Secretary issues a certificate as a result of an Accommodation Services Default, the Accommodation Services fee is reduced using a formula described in the Prison Services Agreement.
  * If the Minister issues an Accommodation Services Default Notice and the default has not been cured or remedied, then no accommodation services component is payable.

• 65% Correctional Services fee:
  * The determination of the correctional services fee is dependent on the prison's achievement of prescribed Service Delivery Outcome benchmarks.

Judy Lazarus Transition Centre

Public facilities are not entitled to a PLF but the SDOs are also applicable to public prisons including the Judy Lazarus Transition Centre (JLTC), all of which are expected to achieve each applicable SDO within set benchmarks (determined by the Commissioner). The Accommodation Services component is not relevant to public facilities.

SERVICE DELIVERY OUTCOMES (SDOs)

SDOs are CV's key performance measures.

The suite of SDOs is designed to measure those service delivery areas which are seen to be central to a high performing correctional system. A number of new SDOs were introduced in 2010 to focus prison managers' attention on a number of areas which were seen to be new strategic priorities (e.g., the quality of case management), to clarify organisational expectations (e.g., prison industries and OH&S performance), or to reflect new ways of assessing the quality of services being delivered (prisoner survey responses, based around the Healthy Prisons model). These new SDOs were put in place to drive enhanced performance in each of those areas.

The five SDO categories are as follows:

Public Safety and Prison Security

- Escapes
- Assaults on staff
- Assaults on other prisoners
- Out of cell hours

Prisoner Wellbeing

- Unnatural Prisoner Deaths in Custody
- Self Harm
- Prisoner on Prisoner Assault
- Assaults on prisoners by staff
- Random General Urinalysis
- Prisoner Survey Results

Prisoner Rehabilitation / Reparation

- Prisoner employment
- Education participation
- Prison related harm reduction
- Offending Behaviour Program Treatment
- Prison Industries
- Case Management

Preparation for Release / Community Reintegration

- Pre-Release program and assistance

Occupational Health & Safety

- *WorkCover Standard Claims

With the exception of those annotated with an asterix, which do not yet apply to private prisons, the abovementioned SDOs apply to all public prisons, although not all SDOs are relevant to all locations. Benchmarks for each SDO are based on prior performance, different prisoner cohorts, departmental expectations (including some stretch goals), and available resources. As such, benchmarks may vary between locations. Definitions are established for each SDO, also approved by the Commissioner.

PERFORMANCE MONITORING

For Victoria's private prisons, a significant component within the Prison Services Agreements requires the contractors to meet certain prison standards in terms of security and service delivery. These standards are reflected in the Commissioner's Requirements and are generally incorporated into the prisons' Operational Instructions. CV's Contract Administration Unit has developed a compliance programme and review methodology that determines the effectiveness of and compliance with existing procedures and practices. Where applicable, recommendations are made to the prison operators and action plans developed accordingly.

Priority is placed on those components of the Operational Instructions and Policy documents which relate to various aspects surrounding the good order and security of the prison.

The progress of the recommendations is reported to the Commissioner quarterly.

CV's Prisons Directorate monitors public prisons' performance via SDOs, complaints handling, and incident reporting. On the other hand, the Office of Correctional Services Review (OCSR) is independently responsible to the Commissioner, Corrections Victoria, for the following for each performance year (July to June):

- The development and maintenance of reporting systems for the collection and analysis of performance data;
- Preparation and validation of performance reporting (monthly and quarterly);
- On-site validation of reported data by all prisons/JLTC/Prisoner Transport Service;
- Conducting reviews of operations and services, including unannounced inspections; and
- Conducting investigations into critical incidents and serious complaints in the corrections systems.

In addition to the above, the OCSR also:

- Reviews and analyses Random General urinalysis results (forwarded to Corrections Victoria monthly); and
- Completes a monthly 'desk top' audit of incidents registered in the Prisoner Information Management System (PIMS), for both public and private prisons.

PERFORMANCE REPORTING

The OCSR collates and analyses performance-related data and prepares comprehensive monthly, quarterly, and annual performance reports. These reports inform the Corrections Monitoring and Review Steering Committee, chaired by the Secretary, and the Commissioner, Corrections Victoria of the performance of prisons against the SDOs.

Monthly Reports

The fourteen prisons send monthly reports to the OCSR for review. Upon receipt, the data is verified, collated and analysed and documented for inclusion in a report which is forwarded to the Commissioner, Corrections Victoria (with a copy to the Executive Director, Regional and Executive Services).

These monthly reports:

- Provide a summary assessment of performance and correctional service compliance against a range of criteria (separate from SDO categories), namely conformance with:
  - Relevant Legislation and Policy
  - Operating Manuals
  - Rehabilitation/Reparation/ Containment and Supervision Objectives
  - Prison Management Specifications (private prisons); and
  - Quality Assurance Programs
- Report on monthly SDO outcomes, as well as year-to-date progress, for each SDO against the established benchmarks;
- Provide a summary of current issues formally raised with the Provider;
- Include a Justice Health report for the particular month;
- Report any contractual action issued to providers based on reporting during the month; and
- Report on the outcome of implementation of any Cure Plan / Action Plan in response to contractual action issued to private providers.

Corrections Report Forum Report

The OCSR prepares a quarterly SDO Performance Report for the Commissioner. The report contains an analysis of the public prisons' performance against the SDO performance measures and forms part of a larger presentation to the Secretary DOJ by the Commissioner, for discussion of the overall performance of the public prisons.

Prisoner Deaths

The OCSR prepares a report for the Coroner on each prisoner death in Victoria and monitors coronial inquests and any recommendations arising from them.

Security and Emergency Services Group (SESG) & Drug Strategy Research and Evaluation Unit

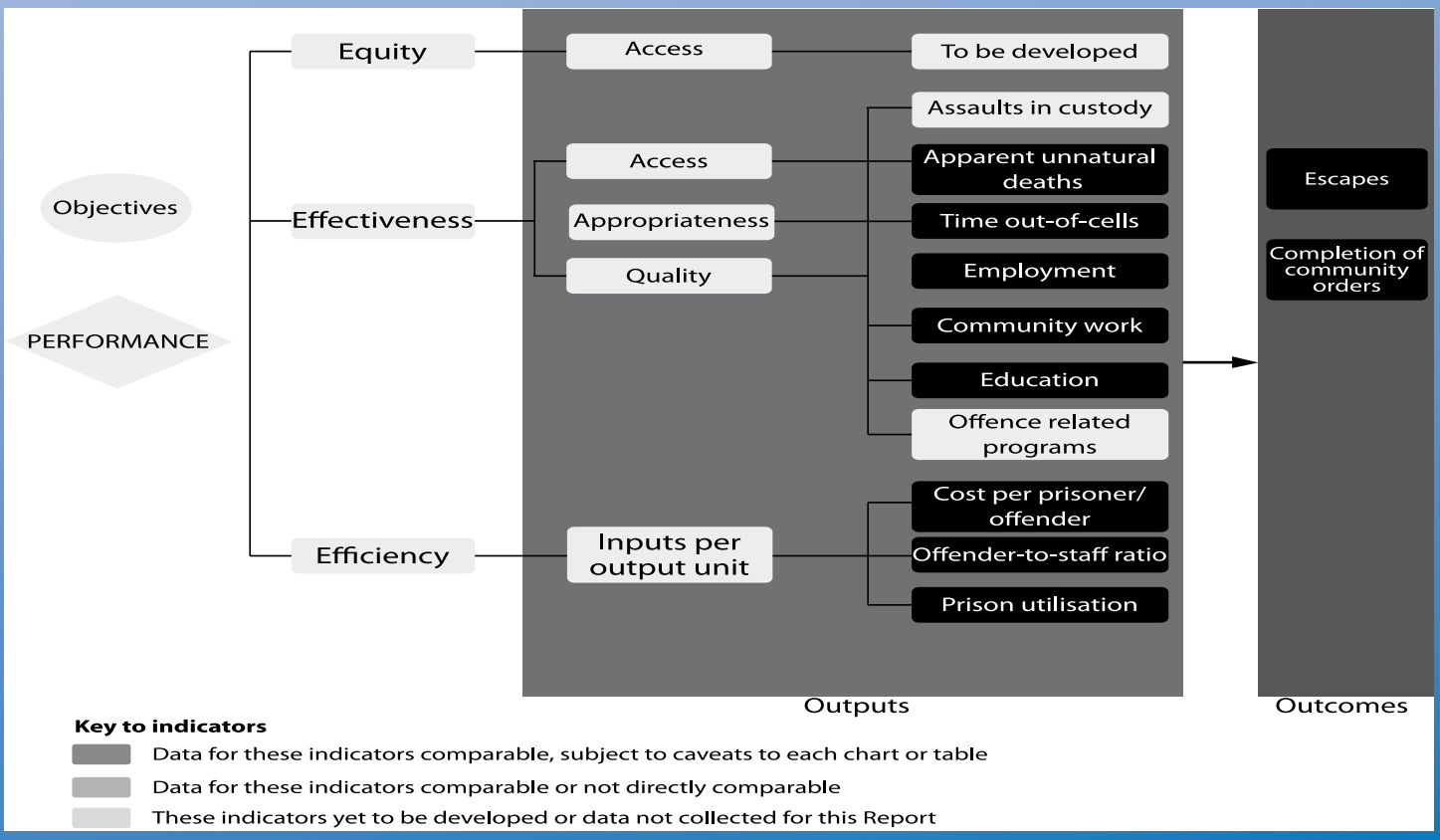
A review and analysis of Random General Urinalysis results is provided to the Drug Strategy, Research and Evaluation Unit and SESG for inclusion in the Drugs in Prisons Report. This publication is produced by SESG for the purpose of analysing trends in drug use and seizures in Victoria's Prisons.

This report specifically includes data and analysis in the following areas:

- Urinalysis results for random, general and targeted testing;
- Types of drugs identified through urinalysis testing;
- Seizures of contraband, including seizures from visitors and prisoners; and
- ION scanner readings and analysis.

The Drugs in Prisons Report is prepared monthly and is available to the SESG and Prison Managers for information and consideration of action including the deployment of resources to detect and reduce the presence of drugs in Victoria's prisons.

"Benchmarks for each SDO are based on prior performance, different prisoner cohorts, departmental expectations (including some stretch goals), and available resources."



Extract from Report on Government Services 2010

Quarterly Reports

The OCSR consolidates three months of monthly reporting for each location. This allows the Commissioner (as well as the Contract Administrator and Justice Health), to individually meet with each provider (the public system and the two private providers) every quarter of the performance year in order to discuss the outcome of the Correctional Services' delivery for the particular quarter and progress to meeting each of the SDOs.

Performance Certificates

The Performance Certificates, which are prepared for the Commissioner, are applicable to private prisons only and detail performance against each of the SDOs, as well as each private provider's entitlement to its Performance Linked Fee.

Validation of Reported Data

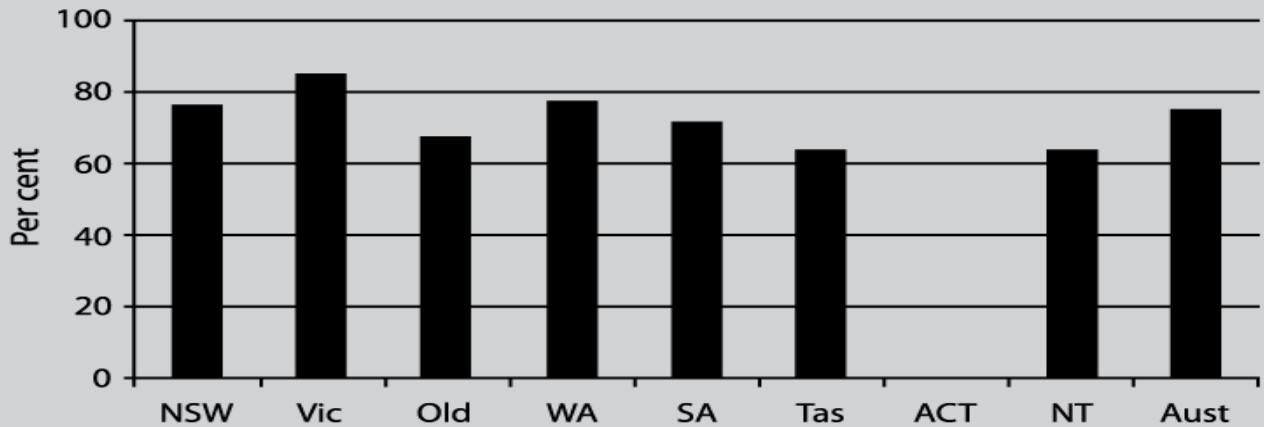
Each performance year, the OCSR undertakes a validation review of the SDOs for the two privately operated prisons, and half of the 12 public prisons to ensure the accuracy of the data provided to the Commissioner on a monthly basis. The same review methodology is used for all locations and includes an examination of all SDOs (excluding Health and Education measures) as reported in two of the prison's monthly SDO Calculator reports for the specific performance year. In addition, an examination of one SDO is conducted as reported in four of the prison's monthly reports in the respective performance year. For each month selected for the specific performance year, the OCSR examines local records including logs and/or diaries (including Unit/Program/Industry/Medical Centre logs and/or diaries), registers (including minor offences / use of force / prisoner offences / staff and prisoner injuries), Officer reports, Police reports, Court outcomes, incidents maintained on the prison's local database and Separation log / requests. These are reconciled against incidents reported by the prison on PIMS and monthly SDO Calculator reports for the same months.

National Corrective Services Performance Comparisons

National performance data from all Australian states and territories is compiled to compare the efficiency and effectiveness of a range of government services, including Corrective Services. The data is published annually in the Report on Government Services by the Steering Committee for the Review of Government Service Provision.

Data published in early 2010 relating to the provision of services in 2008-09 showed Victoria had the second lowest imprisonment rate and low community corrections rate in Australia. Victoria also had the highest overall prisoner employment rate in the country, while the participation rate for prisoner education remained around the national average.

Figure 8.9 **Percentage of eligible prisoner employed, 2008-09[a]**



Overall Prisoner Employment Rate by State - Report on Government Services 2010

Offenders' Compulsory Attendance Order

Update from Malaysian Prisons Department

Introduction

The Malaysian Government's promise of an improved delivery system takes flesh with the Prime Minister unveiling the six National Key Results Areas (NKRAs). The Prime Minister has identified six major policy areas in which Key Performance Indicators will play a very important role in improving the effectiveness of the Malaysian Government. One of the NKRAs is on crime reduction. The Malaysian Government is working to reduce the crime rate with special focus on improving the overall performance and professionalism of the criminal justice system.

The 55 initiatives suggested during the crime lab are to be implemented by the Ministry of Home Affairs. Three initiatives are directly associated to the Prisons Department - improving rehabilitation programmes and post release resettlement programme as well as enhancing the performance of the enforcement agencies. Under the initiative of enhancing the performance of the enforcement agencies, one plan is to implement the Offenders' Compulsory Attendance Order.

Background

Concluding that rehabilitation works best in the community, the Malaysian Prisons Department had implemented the Offenders Compulsory Attendance Act 1954 in September 2010. This act had existed since 1954 but for reasons not known, there is no evidence to prove that the act was ever implemented. It has been activated now as part of the NKRA.

When a person has been convicted of an offence for which he is liable to be sentenced to imprisonment or is liable to be committed to prison due to failure to pay fine or debt, the court may instead issue a Compulsory Attendance Order. The order requires the offender to report to a centre daily as specified in the order and to undertake compulsory work for a period not exceeding three months and for a required number of hours each day not exceeding four as may be specified in the order.

To ensure compliance with this order, the offender is required to enter into a bond with or without sureties. Before making the Compulsory Attendance Order, the court shall explain to the person the consequence of failure to comply with the order. The court will not issue the order unless the person expresses his willingness to comply with the requirements of the Act. If the offender is gainfully occupied in employment, the compulsory work as part of the order can be undertaken after his usual employment hours. The offender will be supervised by a supervisor assigned by the Compulsory Attendance Centre Officer.

If an offender fails to comply with the terms and conditions of the order without a reasonable cause, a written report shall be sent to the court. On receipt of this report, the court shall order the offender to be brought before it, and if satisfied as to the truth of such allegations, may pass any sentence or make any order (including a Compulsory Attendance Order) with due allowance made for the number of days in which he had completed his daily task. Alternatively, the court may admonish the offender without passing any sentence or issuing any other order.

"The order requires the offender to report to a centre daily… and to undertake compulsory work for a period …as may be specified in the order."

Conclusion

Although the implementation of the Compulsory Attendance Act is seen as an initiative of the National Key Results Area team, it is a great breakthrough in providing an alternative sentence to offenders besides the usual imprisonment and fine. It provides an opportunity for offenders to stay employed and continue to contribute to their family while serving their sentence in the community.

It is the sincere hope of the Malaysian Prisons Department to see greater participation of the community in rehabilitating offenders. Furthermore, this new initiative helps us towards achieving the target of the department, which is ensuring that one-third of the prison population serve their sentence in the physical prison while two-thirds serve their sentence in the community. This initiative is expected to expedite the achievement of the department's mission, which is to become a world class correctional organization by 2020.

Performance Reporting in Western Australia's Adult Custodial Services

Government of Western Australia
Department of Corrective Services

Contributed by: Western Australian Department of Corrective Services

Abstract

In April 2009 the Western Australian Department of Corrective Services' Adult Custodial Division implemented a new model of performance reporting for prisons. This change in direction resulted in the cessation of the service level agreement initiative, which emphasized performance 'line of sight', local data gathering and service clarity, in favour of a reinvigorated focus on centralised data gathering, local management accountability and divisional cohesion. To ensure that Adult Custodial is, as an organisation, agile enough to anticipate and meet these outcomes, it has adopted a more methodical and quantitative approach to understanding current and future business trends. Adult Custodial's new Performance Reporting Framework (PRF) provides the means to identify and assess these trends, and serves as the basis for our strategic direction going forward.

Overview of Western Australian Prisons

The WA State prison population is characterized by particularly significant diversity in its demographics. This diversity has increased steadily with the unprecedented growth in prison musters experienced over the past five years. The State's prison muster has shot up from approximately 3,410 in January 2006, to around 4,543 in December 2010 – an increase of over 33%. On the other hand, the growth over the five years up to December 2005 was approximately only 10%.

This information is not indicative however of the growth in diversity. The current percentage of the female prisoner population has returned to near its highest levels; over 8% of the current population comprises females. Specific initiatives to accommodate this growth and address the trend by determining and delivering appropriate support are priorities.

Further growth in diversity is illustrated by the increase in foreign nationals in state custody. In the last five years to 31 December 2010, this number has nearly doubled from 224 to 429 prisoners, attributable largely to the 827% increase over this period in the number of Indonesian Nationals held in state custody, mostly on people smuggling charges. The requirement to maintain performance targets in addressing the specific cultural needs of this cohort alone presents a real challenge to the Department.

Conversely, the growth in the rate of Aboriginal incarceration has decreased from approximately 39% between 2000 and 2005 to around 31% from 2006 to 2010. The growth in the rate of non-Aboriginal incarceration has meanwhile shot up from negative values to approximately 36% over the same two periods. These trends constitute a significant shift in the composition of the prison demographic and must be accommodated.

These, and many other ongoing operational requirements for an expanding and increasingly diverse prisoner population, must of course be achieved with finite resources. The PRF is fundamental in bringing this requirement into focus by providing clear indications of performance trends across all business objectives, and presenting them in a holistic manner. It further ensures that these objectives are always aligned with the key strategic indicators of the Department, and reaffirms Adult Custodial's role in contributing toward a safer community by improving the prospects of offenders.

Contemporary Performance Framework

The PRF provides for the collation, reporting, analysing and management of organisational information in adherence with the Adult Custodial Performance Management Policy.

In adherence with the relevant provisions of the PRF, the Adult Custodial Executive and representatives from relevant areas are held equally accountable for the implementation and maintenance of sound data gathering and performance reporting processes. Members of the Adult Custodial Executive also oversee the implementation of performance reporting processes throughout the Division, and provide advice and direction on performance reporting and data governance to ensure that it is consistent with policy and relevant.

The basic principles underpinning performance management in the Adult Custodial Division are:

- Performance management activities are clearly aligned to the outcomes, key result areas and strategies in the Department's Strategic Plan.
- Performance management activities support the outcomes, key result areas and strategies provided within the Division's business plans.
- Governance and administration frameworks are provided for all performance management activities to establish and maintain clear guidelines for ethical, transparent and accountable performance management.

The key feature of the PRF is the increased understanding of how the performance of prisons assists the Department to achieve its objectives and provides the Department with a greater understanding of the challenges facing prisons from a prison-based perspective. Ultimately, this facilitates improved performance against the higher level indicators contained within the Department's Annual Business Plan and other corporate level reports.

Albany Regional Prison

Trimester Prisons Performance Reporting

The Adult Custodial Division demonstrates its performance in supporting departmental outcomes by using performance data for monitoring, reporting and achieving desired outcomes. Each Adult Custodial performance indicator is linked to a strategic outcome within the department's Strategic Plan and is presented in an approved format that gives a clear indication of this linkage. All performance indicators are captured within one of the following dimensions:

- Financial indicators provide insight into fiscal management.
- Operational indicators demonstrate activity that affects the good order and/or security of prisons.
- Human Resource indicators detail levels of activity related to administrative personnel functions, such as staff performance, training, employee relations and workforce planning.
- Compliance indicators detail activity related to conforming to a specification or policy, standard or law that has been clearly defined.
- Response indicators detail what we are doing to support corporate outcomes or mitigate organisational pressures.

Performance reports for prisons are initially compiled using relevant data extracted from the Department's information systems. They demonstrate each prison's performance for the approved set of Adult Custodial Performance Indicators, all of which fall under one of the aforementioned five categories. The delegated administrator transfers the raw data relevant to each prison's performance for the corresponding reporting trimester into a reporting template approved for use by the Adult Custodial Executive Committee (ACEC). Each prison's trimester performance report is not considered 'finalised' until performance results are agreed to be accurate by the relevant Superintendent and relevant ACEC members.

Each performance indicator is represented within the performance report and data will be displayed in an appropriate form, i.e., table, chart or graph, to enable the ACEC to comprehend how the result compares to the pre-established target and benchmark set for the indicator and to identify any trends relevant to the reporting prison or the Division.

Using an example of an operational indicator, percentage of prisoners drug tested, the performance indicators for the second trimester of 2010-2011 at a given prison may be presented as follows:

(Data for the two previous trimester reporting periods is also represented in the table.)

Performance Indicator 7 - Number of positive routine drug tests

Performance Target	Zero
Current Benchmark	13% or less

Figure 1: Performance Indicator – Number of prisoners tested as a percentage of the Daily Average Population (DAP)

	Feb-10	Mar-10	Apr-10	May-10	Jun-10	Jul-10	Aug-10	Sep-10	Oct-10	Nov-10	Dec-10	Jan-11
DAP	287.68	293.90	297.27	301.90	308.83	307.13	309.55	304.40	289.13	298.57	306.39	304.68
Number of prisoner tests conducted	46	53	49	51	42	22	34	37	54	44	83	70
Number of prisoner tests with results	46	53	46	50	37	22	33	23	54	42	78	69
Number of prisoner tests refused	2	2	0	0	0	1	1	5	3	2	2	1
Number of distinct prisoners tested	40	45	41	50	40	20	30	36	47	37	65	56
% of DAP tested	13.91	15.31	13.79	16.54	12.95	6.51	9.69	11.83	16.26	12.39	21.21	18.38
Number of prisoner tests with positive findings	2	1	3	1	1	1	1	0	2	1	5	5
% Prisoner tests with Positive findings	4.35	1.89	6.52	2.00	2.70	4.55	3.03	0.00	3.70	2.38	6.41	7.25

Performance Comment: Analysis of data for the current trimester i.e., what it means, why it is trending. Give a breakdown of positive tests as to what has been used, how does this impact on the intel and security measures at the prison. Have charges been laid and has it had an impact on visits to prisoners?

Actions arising: What actions have been put in place to address the casual issues or negative trends?

Prison superintendents present their trimester performance report to the ACEC on the months stipulated within a prison's reporting schedule. The delegated performance reporting owner, on behalf of the Adult Custodial Executive, oversees the ongoing monitoring and annual review of all performance reporting processes for the Division to ensure that the nominated Performance Indicators and performance reporting mechanisms continue to support the intent of the policy and its primary objectives and principles.

Evaluation Process

It is recognised that each prison is different, due in part to the nature, number and gender of the prisoners they manage, as well as their security ratings and the unique environments and locations. This does not affect the process of gathering centralised data, but it can influence the way that the data is interpreted and utilised. It is vital to realise that there is potential for problems to occur when raw data is used as evidence of performance. Therefore, all collected and distributed data relating to prison's performance is discussed between the Adult Custodial Executive and the relevant operational unit before a mutually agreed upon decision is made about the level or nature of the performance. Commentary and contextualisation from each prison is included on all documentation (as illustrated in the 'Performance Comment' subsection in Figure I) containing raw performance data to inform the ACEC of the outcome of the analysis. Issues must be well understood by all parties so that they can be followed up with effective action, as represented in the following presupposition:

It is imperative that the performance reporting processes are supported and given the opportunity to be embedded into the working processes of Adult Custodial prisons. Thus, positive engagement with the prisons is absolutely necessary to ensure an ongoing dialogue to managing expectations on performance.

The current role of Adult Custodial Superintendents and their limited influence on some service inputs (i.e., staff recruitment, health, education, programmes) may affect the ability of Adult Custodial to meet the targets for some performance indicators. Notwithstanding this, where performance reports indicate operational deficiencies in shared areas, the Adult Custodial Executive should ensure that the relevant units of the organisation are aware of these deficiencies and provide the necessary level of commitment required to move issues forward.

The Performance Reporting Framework serves as an ideal forum for the Adult Custodial Executive and the prison management teams in that evidence-based indicators serve as the foundation for engagement with the aim of moving towards business improvement.

Figure 2:Turning data into knowledge

Effecting Change

The new PRF has strengthened the case for an alternative approach to adult corrections.

Despite historic growth in Western Australia's prisoner population, key operational indicators, (e.g., incidence of assault, unlawful absences, percentage of cell searches conducted, etc.) have generally all been either meeting or exceeding benchmarks. On the other hand, some prisons, particularly the larger facilities, have over-spent their budget allocations. Where previously the failure to meet financial performance measures might have been justified in light of a need to maintain operational benchmarks (in the face of growing musters), the requirement to make progress in both dimensions is established through the PRF. In other words, improved efficiency is expected and must be demonstrated.

A case in point is the current work being done to optimise prison staffing profiles. While Adult Custodial continues to meet most operational benchmarks, the performance trend in the management of prisons within budget allocations, while improving slowly, has stagnated and therefore necessitated a new approach. A project was commenced to examine the operations of all public prisons and develop a specific workforce profile for each public prison. It is envisaged that the project will improve the management of staff positions and hence the budget utilisation within public prisons. This is not the only new enterprise brought on by the requirement to address concurrent needs as identified by the PRF; a review of key emergency response capabilities, the decongestion of prisoner accommodation (since the muster peaked in March 2010), and the systematic upgrading of skills of staff in critical operational areas, amongst other initiatives, have followed from the trends identified in the PRF which needed specific action strategies.

The ultimate aim of the PRF is to identify business needs before they begin impacting on operations. This is achieved primarily by promoting accountability for performance results, and creating an environment where all Adult Custodial employees understand and recognise their individual responsibilities relative to Divisional and Departmental outcomes.

"Performance management activities are clearly aligned to the outcomes, key result areas and strategies in the Department's Strategic Plan."

Assessing the Performance of the Singapore Prison Service

SINGAPORE PRISON SERVICE

Contributed by: Singapore Prison Service

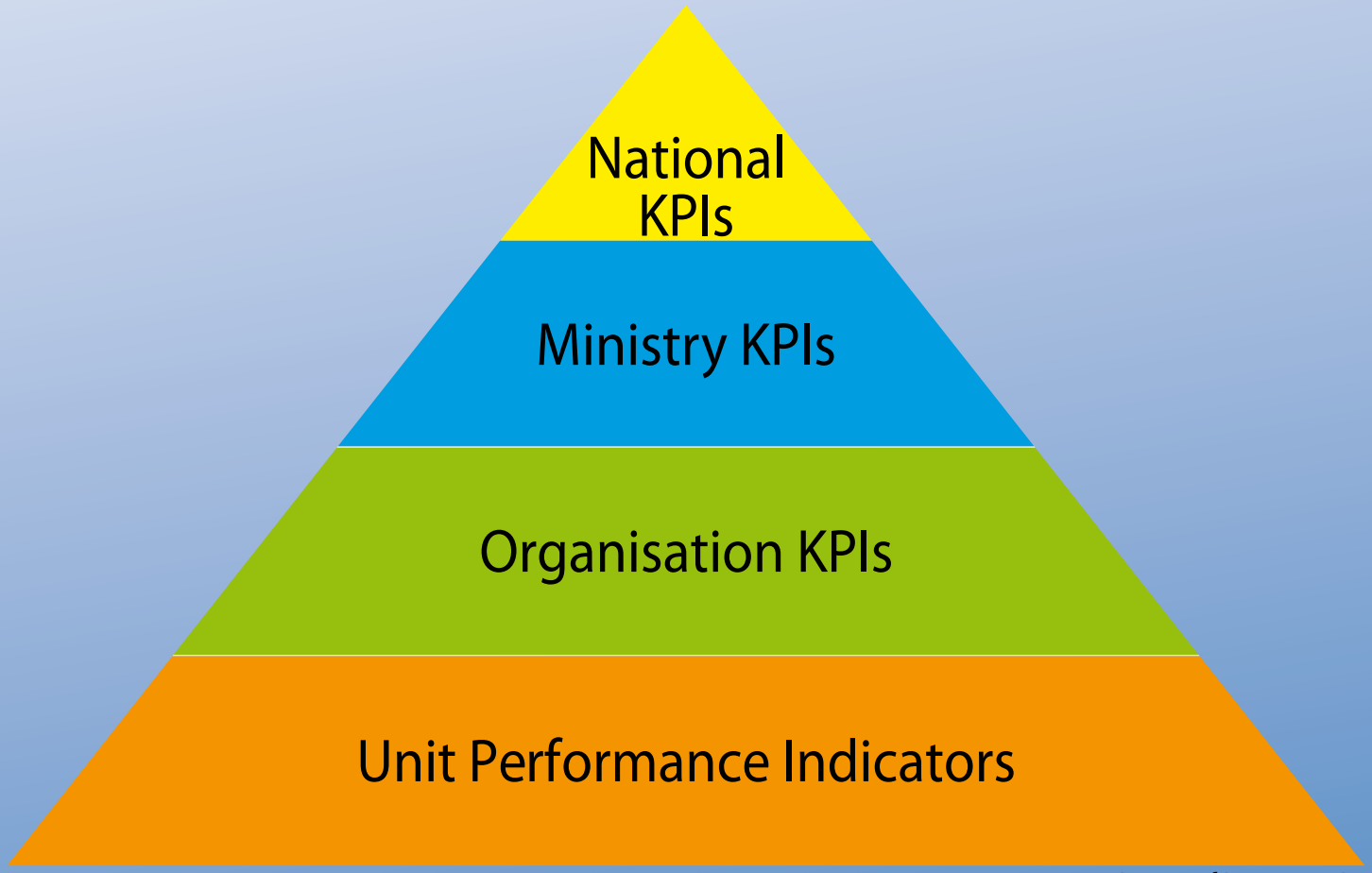


Figure 1: Process of Reporting KPIs

The Singapore Prison Service (SPS) is accountable to the Ministry of Home Affairs and the general public to ensure it fulfils its mandate of operating safe and secure prisons, and provide effective rehabilitation programmes. A multi-pronged approach has been adopted to ensure that SPS' performance is measured in terms of work processes and actual results. Key Performance Indicators (KPIs) and risks paint a picture of how SPS is performing in terms of our key operating outcomes. KPIs and Key Risk Indicators (KRIs) look at the outcomes and outputs of the organisation and form a report book reflecting the state of health of the organisation. Audits and inspections by internal and external independent bodies, on the other hand, are used to assess the efficacy of SPS' work processes.

STRATEGIC DIRECTION OF SPS

The SPS Business Framework, developed in 2009 to give the organisation a greater sense of purpose and a clearer direction of where we should be heading, serves as a guide for the organisation when crafting its KPIs and identifying risks that are critical to our key operations. The Business Framework states that the mission of SPS is to "Build a safe and secure best home for Singaporeans by protecting society through the safe custody and rehabilitation of offenders".

In support of its mission, SPS' three core businesses are "Executing Justice", "Reducing Re-offending" and "Preventing Offending". "Executing Justice" involves ensuring the safe, secure and humane custody of inmates as well as the administration of mandatory programmes, regimes and punishments stipulated by the courts. "Reducing Re-offending" encompasses offender treatment, rehabilitation and aftercare. "Preventing Offending" is SPS' contribution to crime prevention. It involves the sharing of relevant information, as well as intervention for persons-at-risk.

Before SPS can deliver on its core businesses, it needs to ensure that its business fundamentals are achieved. These include the broad areas of safety and security of its prisoners, and their physical and mental well-being.

PERFORMANCE MEASUREMENT

Performance Indicators

The process of measuring, monitoring and reporting performance in SPS transcends the entire organisation, from Staff Divisions, to Staff Units and Line Units. The indicators used to measure, monitor and report performance at the organisational level are known as KPIs, which are derived from the Business Framework, and thus, capture SPS' performance on critical variables that are central to the accomplishment of its vision and mission. For instance, in the area of safety and security, one measure is the rate of escapes per 10,000 inmates. These organisational KPIs are reported periodically to the leadership group so that they are kept abreast as to how the organisation is performing as a whole.

The Ministry of Home Affairs (MHA) is the key stakeholder to whom SPS directly reports. MHA has its own set of KPIs based on its desired outcomes from a whole-of-MHA perspective. These MHA KPIs are presented at ministry-level meetings which senior management from MHA and Heads of the Home Team Departments (HTDs) attend to discuss strategic risks, key strategies, as well as performance management (KPI targets and achievements) at the whole-of-MHA level.

The reporting of KPIs does not stop at the level of the individual ministries. MHA's and SPS' performance are reported to the public through the Ministry of Finance (MOF) via various channels. (Refer to Figure 1: Process of Reporting KPIs)

The current KPIs used by SPS and MHA to monitor the performance of SPS are not cast in stone. As its operations continue to evolve and new domains emerge, KPIs to measure SPS' performance in these new domains will be introduced. In addition, current domains which are no longer relevant in a new operating environment will require a revision of the corresponding KPIs. Ultimately, the KPIs that are used to track SPS' performance should be able to do so accurately and appropriately.

Risk Management

While KPIs provide the clearest way of measuring an organisation's performance, it is vital to bear in mind the risk factors that can have an impact on the performance of the organisation. Thus, the Enterprise Risk Management (ERM) framework was developed to manage risks across the HTDs. This prevents a 'silo'-ed view of risks across the different levels of the organisation which may be inter-related. This risk management process facilitates risks with higher significance at the operational levels to be consolidated and surfaced upwards to higher authorities. In the long term, such a risk reporting process helps SPS to be better prepared in anticipating potential operational lapses and plan for adequate responses to contingencies.

SPS AUDIT FRAMEWORK

SPS has a robust system of audits and inspections carried out by both external and internal auditors. The purpose of conducting audits at various levels within SPS is to develop a culture of auditing, cross-learning and sharing. The engagement of external agencies and scrutiny from the Auditor-General's Office (AGO) serves as reinforcement to the robustness of SPS' audit and inspections structure.

Internal Auditors

Staff Inspectorate Branch (SIB) is SPS' internal auditing body. It is an independent branch, whose primary purpose is to establish a system of checks and balances on operational and administrative procedures to ensure that the overall health of the department is in good order.

SIB conducts audits on identified high risk areas and oversees and tracks all audits conducted by the various Divisions and Clusters. Findings and recommendations are made to respective divisional directors for approval. For Clusters, intra-cluster audits are conducted monthly and quarterly, while inter-cluster audits take place quarterly. Similarly, audit findings and recommendations are submitted to the respective cluster commanders for approval.

External Auditors / Inspectors

As part of overseeing the various departments that fall under its purview, MHA audits the departments' work processes. Audits on SPS' work processes are conducted to ensure that that they are sound. Additionally, MHA adopts the practice of cross-departmental audits and inspections with the aim of evaluating all HTDs' compliance with established processes and SOPs and identifying gaps and areas for review or improvement from an objective point of view. These audits are conducted on an annual basis by Areas of Commonality Teams (ACT), which comprise officers from various HTDs.

Another government organisation that audits SPS is the Auditor-General's Office (AGO), which is appointed by the President of Singapore and has the duty to audit and report on the accounts of all the departments and offices of the Government and other public authorities or bodies administering public funds. Annually, the AGO audits SPS' accounting of public moneys and value-for-money use of public resources.

External committees have also been formed to scrutinise the running of Prisons' institutions, as well as the inmate disciplinary system. The former is undertaken by the Board of Visiting Justices (BOVJ) and Board of Visitors (BOV) which comprise distinguished members of the community. Their main role is to ensure that the Prison Regulations are adhered to during unannounced visits and to inform the Superintendent of any irregularity that may be observed.

The Prisons Act empowers the Minister to appoint a Committee of Inquiry (COI), which comprises independent experts or persons of established repute. COIs are formed on a need-to basis to review incidents that have far-reaching ramifications on government agencies or the public. In the context of SPS, COIs have in the past been established to look into incidents such as escapes and deaths in custody.

CONCLUSION

SPS has consistently aimed for excellence in its organisational performance. KPIs are the predominant way of translating the performance of the organisation into results. The multi-level reporting structure for KPIs ensures that SPS is accountable for its performance to various levels of authority ranging from internal management to ministry, and finally the public. An overview of the risks faced by SPS provides a balanced view to policy makers in assessing the overall performance of the organisation.

If and when necessary, SPS also taps on the expertise/neutrality of external parties to evaluate its performance. This is especially the case for audits and inspections as these need to be conducted by independent bodies in order to be transparent and gain credibility in the eyes of the general public. The current multi-tier approach of audits and inspections of SPS has worked well to improve the department's internal control system, prevent areas of potential lapses, as well as facilitate best practices throughout the department.

The indicators used to measure, monitor and report performance at the organisational level are known as KPIs…capture SPS' performance on critical variables that are central to the accomplishment of its vision and mission.

MULTIMEDIA HUB
PRISON SCHOOL, SINGAPORE

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Special thanks to the inmates at MMH for their dedication and commitment in the design and layout of this newsletter.

SINGAPORE PRISON SERVICE

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