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## The effects associated with new public management-inspired change within juvenile justice in New South Wales

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# The effects associated with new public management-inspired change within juvenile justice in New South Wales

## Abstract

This study is the first to examine reactions to, and the management of organisational change within the juvenile justice sector through the public administration lens. This is achieved via a state-wide study on the introduction of a policy framework in eight juvenile justice centres to manage detainee behaviour. Data on centre demographics, framework implementation, and associated outcomes were analysed. Despite the common framework, the eight centres reacted to, and managed organisational change in disparate ways with disparate effects - some of which appear counterintuitive. These findings demonstrate the ways in which organisational context shapes reactions to, and the management of organisational change within the public sector.

## Keywords

south, justice, juvenile, within, wales, change, effects, inspired, management, public, associated

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13 Public Sector and Not-for-Profit Management  
Competitive Session

**The effects associated with new public management-inspired change within  
juvenile justice in New South Wales**

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## 13 Public Sector and Not-for-Profit Management Competitive Session

### **The effects associated with new public management-inspired change within juvenile justice in New South Wales**

**ABSTRACT:** *This study is the first to examine reactions to, and the management of organisational change within the juvenile justice sector through the public administration lens. This is achieved via a state-wide study on the introduction of a policy framework in eight juvenile justice centres to manage detainee behaviour. Data on centre demographics, framework implementation, and associated outcomes were analysed. Despite the common framework, the eight centres reacted to, and managed organisational change in disparate ways with disparate effects – some of which appear counterintuitive. These findings demonstrate the ways in which organisational context shapes reactions to, and the management of organisational change within the public sector.*

**Keywords:** Change management; new public management; performance management; policy; public sector reform

This paper presents a study into the Detainee Behaviour Implementation Framework (DBIF), a policy framework of Juvenile Justice New South Wales (JJNSW) to manage detainee behaviour in juvenile justice centres. JJNSW sought to determine whether organisational changes espoused to improve the effectiveness of its service had the desired effects. The paper contributes to contemporary scholarship on how public employees related to change (Blackburn, 2014; Subramaniam, Stewart, Ng, & Shulman, 2013; van der Voet, 2014) and how the public administration perspective can contribute to an understanding of change management (Kuipers et al., 2013). Public funds are limited and as such need to be appropriated effectively to produce public confidence in the service, specifically in this case by producing more stable centres and reducing staff claims for work-related incidents. However, the process comes with a risk of producing a negative impact on JJNSW staff as change itself can cause stress, job insecurity, errors, and diminished morale (Conley, 2002).

Before presenting the research findings, the paper commences with an overview of new public management and its impact on criminal justice and youth justice. Following the presentation of the research findings, the paper concludes with a discussion of the associated implications.

#### **Public Administration Lens**

A dominant recent strand in criminal and juvenile justice policy and discourse has been the move away from debates over different philosophies of justice to a narrower focus on the management of offenders. This is primarily referred to as new public management (NPM). New public management

(NPM) represents a significant change for public sector organisations and the work performed by public servants (Peters & Pierre, 1998). Many nations have turned to NPM for 'fast and frequent change... in organizations delivering public services' (Andrews, Cameron, & Harris, 2008, p. 309). As a multifaceted reform initiative with several theoretical underpinnings (Simonet, 2013), NPM requires public servants to be accountable for their performance, which often involves performance-auditing and performance-measurement (Diefenbach, 2007).

Within the context of criminology, Feeley and Simon (1992) were among the first to identify this trend from righteousness to regulation, suggesting this new penology lowers expectations. Rather than seeking justice, retribution or rehabilitation, the criminal justice system is simply conceptualised as a way of classifying and managing groups of offenders. New penology focuses on the system and how it can be controlled, rationally and efficiently. Although rationality and efficiency are themselves uncontroversial and unproblematic aspirations, NPM views these, not as the means to achieve long-term goals, but rather, as replacements for these goals. Practices that seemed quite far removed from economic considerations, like prisoner behaviour, have an economic rationality applied to them, often against the wishes of the practitioners involved who experienced NPM as an assault on their professional values and culture (McLaughlin, Muncie, & Hughes, 2001). NPM was originally an attempt to improve public sector efficiency by introducing private sector methods and the principles (Faulkner, 2006); but its benefits came at a cost. NPM was widely criticised for the administrative burden it placed on organisations within this system (Faulkner & Burnett, 2012). Furthermore, values and principles no longer had a place in the discourse; management replaced leadership and competencies replaced wisdom (Faulkner, 2006). A failure to accommodate existing assumptions and values can have implications for the ways organisational change is interpreted and enacted (Brunton & Matheny, 2009).

The emphasis on NPM has a particular impact on young people as they are the most intensely governed group in society (Muncie, 2006). Similar language and techniques that might be used to operate a business are now used within juvenile justice. New actuarial techniques associated with NPM include statistical prediction and preventative detention, with custody viewed as a way to manage offenders, rather than rehabilitate or punish them.

The impact of NPM on juvenile justice is apparent in custodial settings. In the United States, the growing reliance on privatised correctional facilities has led to differential processing, with private institutions for white-American young people, public institutions for Afro-American young people, and medical treatment offered to middle-class girls (Kempf-Leonard & Peterson, 2000). Similarly, in the United Kingdom (UK), Owers (2010) spoke of the danger when policymakers understand prison regimes simply through the filter of official reports and actuarial measurements. She evocatively characterised this as the ‘virtual prison’ that was reported to the relevant Minister of the day with all the impurities removed (p. 8). Owers also warned of the dangers of emphasising compliance above other objectives – this might encourage institutions to produce prisoners who served their sentences (relatively) untouched by the regime and thus pose a greater risk of disorder. Many young detainees and staff have experienced the juvenile justice system as one that has little, if any care for the reality of their complex lives. Good practitioners are still able to demonstrate care and concern; but sometimes job-demands prevent them from doing so (Phoenix & Kelly, 2013). This affirms the ‘downsides of top-down change management approaches’ (Diefenbach, 2007, p. 126).

The influence of NPM on Australian juvenile justice has been less widely discussed, but the increasing use of fines, infringement notices, and administrative sanctions collectively demonstrate pragmatism with an emphasis on administrative convenience (Bull, 2010). Twenty years ago, Feeley and Simon (1992) identified boot camps as a typical example of the new penology and they have become part of the modern English and Australian landscapes, representing a key element of juvenile justice in some states (Mills & Pini, 2014). Their low-cost and flexibility are attractive to policymakers; but boot camps merely present an illusion of discipline – or a ‘penal pedagogy’ (Giroux, 2011) – with no effect on recidivism (Meade & Steiner, 2010). Calls for reform request greater screening, early intervention, and programs tailored to individual offenders (Weatherburn, McGrath, & Bartels, 2012) – yet these too are located within managerialist discourse. Such actuarial approaches can make it acceptable to dispense with concerns about justice and due process, in favour of risk-management (Smith, 2006). The report into the recent riot at the Banksia Hill Juvenile Justice Centre in Western Australia identified problems with the management and culture of the centre, which produced a fragile facility where a major security incident was inevitable (OICS, 2013). The report

recommended the management of juvenile detention be separated from that of adult detention; it also recommended greater private sector involvement in juvenile detention. Among other perceived advantages, the report specifically suggested that staff days lost to sick leave or personal leave would be reduced, as would compensation payments. The report's model for private sector involvement was one of contestability, based on the UK Youth Justice Board demonstrating again the ease with which juvenile justice approaches and discourses can transfer across jurisdictions.

This study focuses on juvenile justice in New South Wales, and neither boot camps nor private provision form part of the custodial arrangements for young people in this state. As part of the NSW State Government, JJNSW is responsible for the 'safe and secure care of young offenders (aged 10 – 17) who are sentenced to custody by the courts or who are remanded to custody in a juvenile justice centre pending the finalisation of their court matters' (JJNSW, nd-a, para. 1). On average in 2011-12, there were 353 young people in custody each day (JJNSW, 2012). Most detainees are young men (92%) and many experience complex issues. For instance, a 2009 study revealed that 87% of respondents had a psychological disorder, with substance use being one of the most common (Indig et al., 2011). At the time of this study, detainees were accommodated in one of nine JJNSW Centres, one of which is a short-time unit (JJNSW, nd-a) – for this reason, this unit was excluded from the study. Each centre provides detainees with health services, education, work-skills development, counselling and spiritual and cultural support (JJNSW, nd-b). Among sentenced young detainees, the average length of stay is over three months, and among those on remand, the average length of stay is approximately two weeks (JJNSW, 2012).

To optimise the safe and secure care of its young custodians, JJNSW implements several policies that collectively form a larger framework – namely, the DBIF. The DBIF aims to ensure 'Risk based decision making' among staff (NSWDJJ, 2009, p. 6). More specifically, it aims to enhance staff knowledge of, and skills in the effective management of detainee behaviour; 'ensure staff make informed decisions when intervening... to reduce risks of harm to staff and detainees'; ensure 'Staff promote and provide an environment where detainees are encouraged to take responsibility for their own behaviour; and 'Ensure behaviour strategies, techniques and interventions commence with the identification of individual detainee needs and are supported through planned provision of services

and programs'. Towards these aims, a framework was devised to guide decision-making practices among staff in relation to: (1) pro-active interventions (those that reduce the likelihood of: security and/or procedural breaches; incidents that involve detainees; and injury or illness to staff and detainees) ; (2) active interventions (those that: help to recognise situations that are likely to risk the safety of staff, detainees, or a JJNSW Centre; de-escalate these situations; and help to foster healthy relationships between staff and detainees); and (3) reactive interventions (those that help to manage incidents that have caused harm to staff, detainees, or a JJNSW Centre; see Figure 1). The DBIF was officially instituted into JJ Centres in 2009 and completed staged implementation in 2011 (DAGJ, 2011). The framework is supported by staff training; namely: (1) a two-day face-to-face, interactive module on effective behaviour management (EBM; JJ, 2011); and (2) the DBIF policy online activity.

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Insert Figure 1 about here

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This paper considers the effects of change by using the implementation of the DBIF as a microcosm to reveal the complexity of organisational change in public sector work. The paper examines the organisational contexts in which the framework was operationalised; the ways the framework was supported; and organisational reactions to the framework.

## METHODS

Drawing on secondary data, the demographic and operational activities of eight JJNSW Centres were mapped. Mapping involved three interrelated stages. First, data collected by JJNSW were identified that pertained to organisational characteristics that can shape the ways the DBIF is understood, implemented, and sustained; evidence of organisational endorsement of, and support for the DBIF; and DBIF-related outcomes. Second, data were collated, categorised, and cleaned. Of the data deemed relevant, not all were accessible. Furthermore, data were largely cross-sectional; they were collected at different time-points and pertained to different cohorts of staff and detainees – this limits the comparability of the datasets. Given these limitations, each centre represents the unit of analysis. Data were categorised and cleaned. During this process, several decisions were made – for instance, to optimise the comparability of the eight centres, only workers' compensation claims for incidents that occurred in the calendar year of 2012 were examined – this is due to the staged implementation of the DBIF across the eight centres, which was completed in 2011. Similarly, given



the focus of this study, only workers' compensation claims that have a clear bearing to the DBIF were analysed (ASCC, 2008). Third, the datasets were examined and triangulated to understand the eight contexts in which the DBIF was implemented (Stewart & Kamins, 1993). This involved: analysing, in isolation, the data pertaining to organisational characteristics, DBIF implementation, and related outcomes; revisiting these data to identify relationships, with particular focus on idiosyncratic characteristics; critically examining the implications for the DBIF; and developing narrative descriptions of each centre in a meaningful way.

## RESULTS

This section presents narrative descriptions of the eight centres – for confidentiality, information that may identify the centres is withheld. Detail pertaining to each centre is presented in Table 1. More specifically, as per the focus of this paper, the table highlights how the centres managed change (with reference to staff engagement with related training), and how the centres reacted to change (with reference to reported incidents and relevant workers' compensation claims). For the purpose of the narrative descriptions, attention is awarded to differences between the centres to demonstrate diversity. However, as will become apparent, there were limited or no data on: interagency relationships; staff demographics; staff-turnover rate; the availability of policies, procedures, and manuals relevant to the DBIF; the ways the DBIF was operationalised; and indicators to demonstrate DBIF-use.

Centre One accommodates up to 45 detainees, classified from low to high-to-medium-risk. It is governed by a Centre Manager responsible for 128 positions. A large proportion of staff holds operational appointments (77.5%), most of which are Youth Officers (72.1%), who supervise and case-manage detainees. Excluding missing data, Centre One is staffed by 83.1 fulltime equivalent (FTE) positions. Of these, only 72.9 are filled, suggesting 10.2 FTE positions remain unfilled. The highest proportion of positions deemed vacant was that of Youth Officer. As at July 22, 2012, 33 detainees were accommodated at Centre One (mean age: 16 years), the highest proportion of whom were deemed low-risk (39.4%). The mean length of detention is close to three months (83.2 days). Most detainees have a body mass index (BMI) within a healthy weight range (65.5%) – the highest proportion across all centres. However, over one-quarter take psychotropic medication (27.6%) – the

highest proportion across all centres. As indicated in Table 1, Centre One had the largest proportion of incidents involving threats to staff (34.4%).

Centre Two accommodates up to 85 detainees, classified from low to high-to-medium-risk. It is managed by a Centre Manager responsible for 264 positions. A large proportion of staff holds operational appointments (81.9%), most of which are Youth Officers (95.9%). Of the operational staff, the largest proportion holds a permanent fulltime position (45.2%) – the second lowest proportion across all centres. Excluding missing data, Centre Two is staffed by 155.8 FTE positions. Of these, only 141.8 are filled, suggesting 14.1 FTE positions remain unfilled. The centre has the lowest filled-Youth-Officer-positions to detainees ratio (0.85:1). As at July 22, 2012, 43 detainees were accommodated at Centre Two (mean age: 16.4 years), the highest proportion of whom were deemed low-to-medium-risk (30.2%). However, the highest proportion of detainees deemed high-risk was held at this centre (16.3%). The mean length of detention is just over two months (69.4 days). Close to half of the detainees were previously abused physically, emotionally, or sexually (46.9%). Table 1 suggests this centre had the highest FTE-weeks lost due to workers' compensation claims (21.8).

Centre Three accommodates up to forty detainees and is staffed by 79 positions. Although it does not appoint a Centre Manager, other managerial positions include an Assistant Manager and three Unit Managers. A large proportion of staff holds operational appointments (78.5%), most of whom are Youth Officers (98.4%). No staff members are in rehabilitative positions. Excluding missing data, the centre is staffed by 58.5 FTE positions; however, 59 FTE positions are appointed. As at July 22, 2012, 29 detainees were accommodated at this centre (mean age: 16.0 years), most of whom were deemed high-to-medium-risk (55.2%) – the highest proportion of this classification across all centres. The mean length of detention is approximately one month (30.5 days). Approximately one-quarter of the detainees at this centre have a BMI within a healthy weight range (26.7%) – the lowest proportion across all centres. Relatively few self-harmed or attempted suicide within the last year (6.7%) and none take psychotropic medication – the only centre for which this is the case. Relatively few had been placed in care before the age of 16 years (6.7%) – the lowest proportion across all centres. Table 1 suggests the smallest proportions of staff who registered for the EBM module and the DBIF policy

online activity were at Centre Three (4.1% and 0.6%, respectively). Those who completed the latter scored the lowest average (9.2). Yet, the lowest proportion of all incidents occurred within this centre.

Centre Four accommodates up to 120 detainees, classified from low to high-to-medium-risk. It is governed by a Centre Manager responsible for 288 positions, most of which are appointed to operational appointments (77.8%) – notably, Youth Officers (94.6%). Of the operational staff, the largest proportion holds a permanent fulltime position (71.4%) – the highest proportion across all centres. Excluding missing data, the centre is staffed by 215.5 FTE positions. Of these, only 198.6 FTE positions are filled, suggesting 16.8 FTE positions remain unfilled – the second highest figure across all centres. As at July 22, 2012, 99 detainees were accommodated at this centre (mean age: 17.5 years – the eldest mean age across all centres), the highest proportion of whom were deemed low-risk (44.4%) – the highest proportion of this classification across all centres. The mean length of detention is over nine months (285.3 days). The average intelligence quotient (IQ) among detainees in this centre is 85.4 – the second highest average across all centres. Relatively few detainees self-harmed or attempted suicide within the last year (4.7%) – the lowest proportion across all centres. Table 1 suggests the largest proportion of staff registered for the EBM module was at Centre Four (33.8%).

Centre Five accommodates up to 44 detainees, classified from low to high-risk. It is directed by a Centre Manager who is responsible for 136 positions. Most staff members hold operational appointments (80.3%) – most of these hold a permanent fulltime position (46.4%). Similarly, most managerial staff members hold a permanent fulltime position (93.9%) – the largest proportion across all centres. Excluding missing data, Centre Five is staffed by 82.3 FTE positions. Of these, 81.7 FTE positions are filled, suggesting a 0.6 FTE position remains unfilled. As at July 22, 2012, thirty detainees were accommodated at this centre (mean age: 16.0 years), the highest proportion of whom were deemed medium-risk (36.7%). The mean length of detention is approximately four months (121.5 days). Detainees' average IQ is 85.6 – the highest average across all centres. Some experience considerable health and mental health issues; for instance, close to half self-harmed or attempted suicide within the last year (47.6%) – the highest proportion across all centres. Prior to incarceration, approximately half resided in the family home (52.4%) – the lowest proportion across all centres. Table 1 suggests Centre Five had the largest proportion of incidents involving self-harm (52.1%).

Centre Six accommodates up to thirty detainees, classified from low to high-to-medium-risk. It is managed by two Centre Managers, responsible for 129 positions. Most staff members hold operational appointments (80.0%), notably that of Youth Officer (91.3%). Excluding missing data, Centre Six is expected to be staffed by 87.0 FTE positions – only 62.5 FTE positions are filled, suggesting 24.5 FTE unfilled positions, largely Youth Officers. As at July 22, 2012, 24 detainees were accommodated at this centre (mean age: 16.0 years), the highest proportion of whom were deemed high-to-medium-risk (33.3%). The mean length of detention is close to two months (56.6 days). Most detainees identify as Indigenous Australian (79.2%) – the highest proportion across all centres. Detainees' average IQ is 73.8 – the lowest across all centres. Furthermore, almost one-fifth have children (19.4%) – the largest proportion across all centres. Table 1 suggests Centre Six had the second smallest proportion of staff who registered for the EBM module (4.3%). The Youth Officers who completed the DBIF policy online activity scored the highest average across all centres. Yet, the highest proportion of all incidents occurred within Centre Six (31.5%). Similarly, the highest proportion of all workers' compensation claims occurred within this centre (25.0%).

Centre Seven accommodates up to sixty detainees, classified from low to high-risk. It is presided over by a Centre Manager responsible for 194 positions. Most staff members hold operational appointments (74.9%), most of whom hold a permanent fulltime position (56.8%), as do managerial staff members (93.9%) – the highest proportion across all centres. Excluding missing data, Centre Seven is staffed by 124.1 FTE positions. However, 125.8 FTE positions are filled, suggesting 1.7 FTE additional appointments – the largest excess in staffing of all centres. The highest proportion of positions deemed vacant is Youth Officer. Yet, this centre has the highest filled-Youth-Officer-positions to detainees ratio (1.35:1). As at July 22, 2012, 52 detainees were accommodated at Centre Seven (mean age: 14.7 years – the youngest mean age across all centres), the highest proportion of whom were deemed medium-risk (26.9%). Relative to all other centres, the second highest proportion of detainees deemed high-risk were accommodated at this centre (15.4%). The mean length of detention is over three months (109.5 days). On average, the detainees had left school by the age of 13.4 years – the youngest age across all centres. Prior to incarceration, most detainees resided in the family home (80.5%) – the highest proportion across all centres. However, almost half had been

placed in care before the age of 16 years (46.3%) – once again, the highest proportion across all centres. Table 1 suggests Centre Seven had the largest proportion of incidents involving the physical assault of staff or detainees by detainees (33.9%).

Centre Eight accommodates up to 45 detainees, classified from low-to-medium-risk. The centre is directed by two Centre Managers who are responsible for 127 positions. Most staff members hold operational appointments (78.9%), primarily that of Youth Officer (93.1%). Excluding missing data, Centre Eight is staffed by 81.5 FTE positions. Of these, only 77.0 FTE positions are filled, suggesting 4.5 FTE positions remain unfilled. The highest proportion of positions deemed vacant was Youth Officer. As at July 22, 2012, 26 detainees were accommodated at Centre Eight (mean age: 16.4 years), the highest proportion of whom were deemed low-risk (42.3%) – the second highest proportion of this classification across all centres. The mean length of detention is over four months (136.5 days). Table 1 suggests Centre Eight had the largest proportion of incidents involving contraband (33.0%).

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Insert Table 1 about here

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## DISCUSSION

Despite the introduction of NPM-inspired changes into juvenile justice, there is limited scholarship on the ways such organisational change shapes the work of juvenile justice staff. Examining the reactions to and management of the implementation of the DBIF in eight juvenile justice centres through the public administration lens helps address this void.

Following an analysis of secondary datasets, two key findings are apparent. First, there were limited data to make robust connections between the implementation of the DBIF and related outcomes. These include data on: organisational characteristics, like staff-turnover rate; DBIF-implementation, like records to verify its use; and DBIF-indicators to demonstrate its effects.

Second, of the data available, there is clear evidence of centre differences. The contexts in which the DBIF was implemented were varied. In addition to accommodation capacity, the centres differed by staff and detainee composition, as well as staff-engagement with DBIF-related training. For instance, although most centres were under the full staff complement, unfilled appointments varied from 0.6 to 24.5 FTE positions. Additionally, there was considerable variation in the proportion of permanent fulltime appointments, and filled-Youth-Officer-positions to detainee ratios. Similarly,

detainee composition among the centres differed by mean age, risk-classification, mean length of detention, highest level of schooling, the health and mental health issues they experienced, as well as whether the detainees had children. Regarding staff training, while some centres saw high staff-engagement with professional development, others saw relatively few staff engage with and complete DBIF-related training – however, given the limited data, it is difficult for the authors or JJNSW to determine how this influences staff competency with the framework and DBIF-related outcomes.

Given the aforesaid (and perhaps other) disparities, the different organisational reactions to the DBIF that were reported might be expected. These include the different types and frequency of incidents, like threats to staff and self-harm among detainees. Other organisational responses that varied include the workers' compensation claims that have a clear bearing to the DBIF, like assault – for instance, in 2012, the mean total amount paid varied from \$0 to \$19,205.53.

However somewhat counterintuitive are the findings that challenge the assumption of a unidirectional relationship between DBIF-implementation and outcomes. For example, Centre Three had the smallest proportions of staff who registered for the EBM module and who commenced the DBIF policy online activity, yet reported the lowest proportion of all incidents during timeframe studied. Similarly, while over ninety percent of the Youth Officers at Centre Five completed the EBM module, the centre had the largest proportion of incidents involving self-harm. Furthermore, although the Youth Officers at Centre Six who completed the DBIF policy online activity scored the highest average across all centres, the centre also had the highest proportion of all workers' compensation claims. These idiosyncratic findings suggest that, despite the common policy framework, the eight centres reacted to, and managed organisational change in different ways with different effects.

These findings are important for two key reasons. First, given considerable variation in the organisational characteristics that can shape the ways the DBIF is understood, implemented, and sustained, the translation of policy into practice is likely to require an understanding of these nuances. This would involve a consideration of elements within and beyond each centre – the former may include the identification of early adopters and their motives for embracing change (Chrusciel, 2008), while the latter may include professional and personal networks among staff and detainees. Second

(and perhaps more importantly), if organisational change in juvenile justice centres is to be evaluated, it is important that the right data are collected, and that these data are accurate.

Despite the importance of these findings, two limitations warrant mention. First, the use of secondary datasets and as such, the reliance on organisational reporting mechanisms, suggest data quality may have been compromised (Bryman, 2012). Second, as noted, the data were limited – in addition to the absence formative information (e.g., staff-turnover rates), the data were largely cross-sectional, limiting comparability between the centres.

Notwithstanding these limitations, the findings reported in this paper have clear implications for both practitioners and researchers. For practitioners, they affirm that organisational change requires an understanding of their complex workplace – this requires the consistent collection of robust data about activities within and beyond their workplace. By unpacking both the visible and less visible elements of this space – like personal as well as systemic resistance (Ford, Ford, & McNamara, 2002), practitioners will be better-positioned to appropriate change strategies and identify the factors that helped or hindered the transformation. For researchers, this paper makes a strong case for further research on NPM within juvenile justice and beyond. As a fractal of the public sector (Arrigo & Barrett, 2008), a better understanding of reform (and change, more broadly) within juvenile justice will provide lessons further afield. Formative lines of inquiry that are likely to have value include an examination of the processes through which reform shapes institutional logics (Pache & Santos, 2013), staff practices, and (perhaps most importantly), offender rehabilitation – while summative lines may include the outputs and outcomes associated with reform, as demonstrated by institutions, staff, and young offenders. A focus on both the formative and summative is likely to enrich current dialogue about, and discourse on NPM. Additionally, this paper affirms the importance of drawing on different types of data from different sources to further this scholarship. Although secondary, quantitative datasets may help to gauge the associated effects of change, primary, qualitative material – like narratives (Küpers, 2013) – may help to reveal lived transformations.

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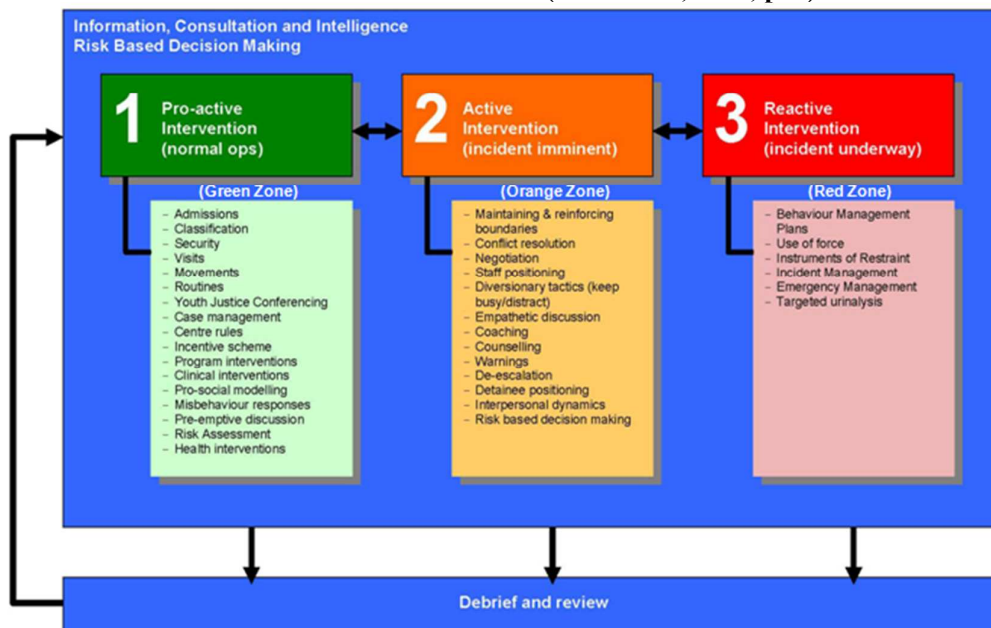
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TABLES & FIGURES

Figure 1: Detainee Behaviour Intervention Framework (NSW DHS, 2009, p. 9)



**Table 1: DBIF-Training, Incidents, and Workers' Compensation Claims**

	Centre 1	Centre 2	Centre 3	Centre 4	Centre 5	Centre 6	Centre 7	Centre 8
EBM module (%)								
Registered <sup>1</sup>	4.3	21.6	4.1	33.8	5.5	4.3	18.0	8.2
Youth Officer completions <sup>2</sup>	68.0	92.9	100.0	82.2	90.6	84.0	75.2	81.3
Competent Youth Officers <sup>2</sup>	-	21.4	79.2	-	50.0	8.0	-	-
DBIF policy online activity <sup>3</sup>								
Youth Officer completions	81.3%	94.4%	100.0%	100.0%	84.2%	85.7%	95.8%	94.4%
Mean (of 10)	9.4	9.8	9.2	9.8	9.7	10.0	9.8	9.8
Range	8.8-10.0	7.1-10.0	8.8-9.5	8.1-10.0	8.7-10.0	9.9-10.0	8.7-10.0	8.7-10.0
Incidents (%) <sup>4</sup>								
Alleged criminal activity	-	-	1.6	1.2	0.7	0.3	-	1.1
Assault – Physical	19.8	21.6	32.8	16.7	7.0	21.3	33.9	30.7
Assault – Sexual – Young person on young person	2.1	-	-	-	-	1.2	-	-
Assault – Verbal	1.0	0.8	-	1.2	9.9	17.3	-	2.3
Assault with weapon	2.1	0.8	-	-	-	0.9	-	-
Attempt escape	1.0	0.8	-	-	-	-	-	-
Contraband	11.5	24.8	21.9	21.4	7.7	10.0	19.1	33.0
Escape – From supervised outing	-	-	-	1.2	-	-	-	-
Fire – Deliberate act	-	-	-	-	-	0.3	0.9	-
Property damage – By young person	5.2	16.8	18.8	8.3	1.4	9.4	2.6	6.8
Security breach	7.3	6.4	10.9	9.5	3.5	2.7	9.6	1.1
Self harm	15.6	21.6	10.9	14.3	52.1	24.3	31.3	18.2
Threat to worker	34.4	6.4	3.1	25.0	17.6	12.2	2.6	6.8
Relevant workers' compensation claims in 2012								
Mechanism of injury (%) <sup>5</sup>								
Being assaulted by a person or persons	5.0	15.0	-	5.0	-	25.0	10.0	-
Exposure to workplace or occupational violence	-	-	-	-	-	-	-	-
Work pressure	15.0	-	5.0	10.0	-	-	-	-
Total amount paid								
Sum	\$28698.59	\$29,082.27	\$19,205.53	\$24,591.08	\$1,746.65	\$15,300.41	\$220.00	-
Mean	\$7,174.65	\$7,270.57	\$19,205.53	\$8,197.03	\$1,746.65	\$3,060.08	\$110.00	-
Minimum	\$0.00	\$0.00	\$19,205.53	\$69.00	\$1,746.65	\$0.00	\$0.00	-
Maximum	\$15,377.75	\$21,637.26	\$19,205.53	\$21,932.48	\$1,746.65	\$10,314.23	\$220.00	-
Staff hours								
Sum FTE weeks lost	14.0	21.8	13.2	11.8	0.0	9.4	0.0	-
Mean FTE weeks lost	4.7	7.3	13.2	3.9	0.0	2.4	0.0	-

<sup>1</sup> Percentages are of the 582 staff from all centres who completed, did not complete, or were nominated to complete the module from May 2007 to May 2010.

<sup>2</sup> Percentages are of staff employed within each centre.

<sup>3</sup> Percentages are of the 331 Youth Officers from all centres who commenced the activity from May 2011 to July 2012.

<sup>4</sup> Percentages are of incidents from January 1, 2012 to September 30, 2012 within each centre.

<sup>5</sup> Percentages are of relevant claims in 2012 from all centres.

**Rejoinder: Manuscript ID ANZAM-2014-044****Overall Comments**

The authors would like to thank the reviewers for their constructive feedback and specific suggestions. The following tabulated information clarifies how each was duly addressed in the revised manuscript. The authors hope these revisions are to the satisfaction of the reviewers and the Stream Co-Chairs.

Review	Rejoinder
<b>1. Reviewer 1</b>	
1.1. I am not sure about their claim to be the first to examine reactions to, and the management of organisational change within the juvenile justice sector. Taxman, Henderson, Young and Farrell (2014) in Administration and Policy in Mental Health study change readiness among officers in the juvenile justice system. The author(s) might want to see how this study relates to theirs	<p>The authors value the reviewer's astute observation. After reading the suggested publication, the focus of which is the translation of evidence-based practice into juvenile justice practices, it is apparent that Taxman and colleagues (2014) do not engage with literature on public administration, or new public management. However, in accordance with the reviewer's guidance, the manuscript was revised accordingly and now reads as follows:</p> <p><i>This study is the first to examine reactions to, and the management of organisational change within the juvenile justice sector through the public administration lens.</i></p>
1.2. I also think that the author(s) might want to look again the idea that there is a relative dearth of scholarship on how public employees related to change (Kickert, 2010). In some ways I agree, but since 2010 there has been many studies published focusing on this issue	<p>The authors appreciate and agree with the reviewer's helpful comment. The manuscript was revised accordingly and now reads as follows:</p> <p><i>The paper contributes to contemporary scholarship on how public employees related to change (Blackburn, 2014; Subramaniam, Stewart, Ng, &amp; Shulman, 2013; van der Voet, 2014) and how the public administration perspective can contribute to an understanding of change management (Kuipers et al., 2013).</i></p>
1.3. The author(s) refer to 'boot camps' and other aspects of the NSW juvenile justice system. It would have helped to refer to the broader research – for example, there is a study of boot camps by Mills and Pini (2014) in the International Journal of Inclusive Education. Such studies would have enhanced the discussion by placing the NSW system in a wider context	<p>The authors are most grateful for the suggested publication, particularly because of its recency. As noted in the original manuscript, '<i>This study focuses on juvenile justice in New South Wales, and neither boot camps nor private provision form part of the custodial arrangements for young people in this state</i>'. However, to situate this research in a broader context, the suggested publication was duly acknowledged in the revised manuscript, which now reads as follows:</p> <p><i>Twenty years ago, Feeley and Simon (1992) identified boot camps as a typical example of the new penology and they have become part of the modern English and Australian landscapes, representing a key element of juvenile justice in some states</i></p>

Review	Rejoinder
	<p><i>(Mills &amp; Pini, 2014; Queensland Government, 2013). Their low-cost and flexibility are attractive to policymakers; but boot camps merely present an illusion of discipline – or a ‘penal pedagogy’ (Giroux, 2011) – with no effect on recidivism (Meade &amp; Steiner, 2010).</i></p>
<p>1.4. I think that the presentation of each of the eight centres in the analysis would have been improved with more comparative analysis. This would have made the analysis less descriptive and more ‘analytical’. The table helps. Maybe the author(s) could discuss the table and what it means. This would have produced a comparative analysis and made the table much more integral to the paper</p>	<p>The authors welcome and agree with the reviewer’s useful observation. As the reviewer will appreciate, the maximum manuscript-length that is permissible (as per the conference guidelines) limits the extent to which the authors were able to scrutinise the data – for this reason, the use of narrative descriptions was deemed appropriate. However, as per the reviewer’s advice, the table is discussed in the revised manuscript to establish clear connections between its content and the thesis of this manuscript. As such, the revised manuscript now reads as follows:</p> <p><i>This section presents narrative descriptions of the eight centres – for confidentiality, information that may identify the centres is withheld. Detail pertaining to each centre is presented in Table 1. More specifically, as per the focus of this paper, the table highlights how the centres managed change (with reference to staff engagement with related training), and how the centres reacted to changed (with reference to reported incidents and relevant workers’ compensation claims). For the purpose of the narrative descriptions, attention is awarded to differences between the centres to demonstrate diversity. However, as will become apparent, there were limited or no data on: interagency relationships; staff demographics; staff-turnover rate; the availability of policies, procedures, and manuals relevant to the DBIF; the ways the DBIF was operationalised; and indicators to demonstrate DBIF-use.</i></p>
<p>1.5. Perhaps the author(s) could have been stronger in their call for more research. I think this is the real selling point of their paper so discussing how this particular field of study can be opened up and how important this task is would enhance the paper</p>	<p>The authors value the reviewer’s suggestion to reinforce this ‘selling point’. The manuscript was revised accordingly and now reads as follows:</p> <p><i>For researchers, this paper makes a strong case for further research on NPM within juvenile justice and beyond. As a fractal of the public sector (Arrigo &amp; Barrett, 2008), a better understanding of reform (and</i></p>

Review	Rejoinder
	<p><i>change, more broadly) within juvenile justice will provide lessons further afield. Formative lines of inquiry that are likely to have value include an examination of the processes through which reform shapes institutional logics (Pache &amp; Santos, 2013), staff practices, and (perhaps most importantly), offender rehabilitation – while summative lines may include the outputs and outcomes associated with reform, as demonstrated by institutions, staff, and young offenders. A focus on both the formative and summative is likely to enrich current dialogue about, and discourse on NPM. Additionally, this paper affirms the importance of drawing on different types of data from different sources to further this scholarship. Although secondary, quantitative datasets may help to gauge the associated effects of change, primary, qualitative material – like narratives (Küpers, 2013) – may help to reveal lived transformations.</i></p>
<p>1.6. I also think the title could give more of a clue about the topic. For me, it is about one instance of how NPM-inspired change is affecting the juvenile justice system in NSW. The author(s) could attract a wider interested audience by giving their study a title that would catch people interested in public sector change more broadly as well as those with a particular interest in the justice system</p>	<p>The authors appreciate and agree with the reviewer's sage advice and have revised the title as follows:</p> <p><i>The effects associated with new public management-inspired change within juvenile justice in New South Wales</i></p>
<p><b>2. Reviewer 2</b></p>	
<p>2.1. The theoretical and conceptual framework have to be strengthened so that the significance of the project can be better spoken out</p>	<p>Following the reviewer's learned reflection, the authors' conceptual lens has been duly explicated – as such, the revised manuscript now reads as follows:</p> <p><i>A dominant recent strand in criminal and juvenile justice policy and discourse has been the move away from debates over different philosophies of justice to a narrower focus on the management of offenders. This is primarily referred to as new public management (NPM). New public management (NPM) represents a significant change for public sector organisations and the work performed by public servants (Peters &amp; Pierre, 1998). Many nations have turned to NPM for 'fast and frequent change... in organizations delivering public services' (Andrews,</i></p>

Review	Rejoinder
	<p><i>Cameron, &amp; Harris, 2008, p. 309). As a multifaceted reform initiative with several theoretical underpinnings (Simonet, 2013), NPM requires public servants to be accountable for their performance, which often involves performance-auditing and performance-measurement (Diefenbach, 2007).</i></p> <p><i>Within the context of criminology, Feeley and Simon (1992) were among the first to identify this trend from righteousness to regulation, suggesting this new penology lowers expectations. Rather than seeking justice, retribution or rehabilitation, the criminal justice system is simply conceptualised as a way of classifying and managing groups of offenders.</i></p>
<p>2.2. The analytical approach may merit further thinking, with regards to questions such as: should the process or outcomes be the major focus? what are the similarities and differences of each case and how can these findings inform the dialogue on New Public Management?</p>	<p>The authors welcome the reviewer's suggested lines of inquiry, which have been duly identified in the revised manuscript to inform the dialogue on NPM; as such, the revised manuscript now reads as follows:</p> <p><i>For researchers, this paper makes a strong case for further research on NPM within juvenile justice and beyond. As a fractal of the public sector (Arrigo &amp; Barrett, 2008), a better understanding of reform (and change, more broadly) within juvenile justice will provide lessons further afield. Formative lines of inquiry that are likely to have value include an examination of the processes through which reform shapes institutional logics (Pache &amp; Santos, 2013), staff practices, and (perhaps most importantly), offender rehabilitation – while summative lines may include the outputs and outcomes associated with reform, as demonstrated by institutions, staff, and young offenders. A focus on both the formative and summative is likely to enrich current dialogue about, and discourse on NPM. Additionally, this paper affirms the importance of drawing on different types of data from different sources to further this scholarship. Although secondary, quantitative datasets may help to gauge the associated effects of change, primary, qualitative material – like narratives (Küpers, 2013) – may help to reveal lived transformations.</i></p> <p>As the reviewer will note, given the focus of this</p>



Review	Rejoinder
	<p>manuscript, the narrative descriptions presented in the section titled, <i>Results</i>, draw attention to differences between the centres to demonstrate diversity. However, as indicated in the original manuscript, the capacity to do this was hindered by the, <i>'limited or no data on: interagency relationships; staff demographics; staff-turnover rate; the availability of policies, procedures, and manuals relevant to the DBIF; the ways the DBIF was operationalised; and indicators to demonstrate DBIF-use'</i>. Despite these limitations, the revised manuscript provides clear guidance on how NPM scholarship might be extended.</p>