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Parliament House  
SYDNEY NSW 2000

In compliance with Section 38E of the *Public Finance and Audit Act 1983*, I present  
a report to the Legislative Assembly titled **NSW Police Service: Staff Rostering,  
Tasking and Allocation.**

R J Sendt

Sydney  
January 2000

# **Performance Audit Report**

**NSW Police Service**

**Staff Rostering, Tasking  
and Allocation**

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## Glossary of Terms

<b>Term</b>	<b>Definition</b>
<b>ABM</b>	Activity Based Management
<b>Authorised Police Strength</b>	An establishment police officer position allocated to a particular location (LAC) whether the position is filled or not; the number of positions is based on the 'protected' level of Treasury funding.
<b>CIDS</b>	Computer Incident Dispatch System
<b>CMM</b>	Crime Management Model
<b>CMU</b>	Crime Management Unit
<b>COPS</b>	Computerised Operational Policing System
<b>EDW</b>	Enterprise Data Warehouse
<b>EFT</b>	Equivalent Full Time
<b>EIS</b>	Executive Information System
<b>EVP</b>	Emergency Video Phone
<b>ICG</b>	Industry Consultative Group comprised of representatives of the Police Ministry, Police Service, Police Association and State Labor Council.
<b>Incident</b>	Describes the type of action responded to, or undertaken, by police officers and recorded in COPS; for example, robbery, assault, visit to licensed premises.
<b>LAC</b>	Local Area Command. An administrative police unit responsible for policing in a defined geographical area. A LAC includes one or more police stations and is headed by a Commander. There are 80 LACs. They are graded 1, 2, 3 or 3A based on a number of performance measures. The grading impacts the salary levels of senior staff.
<b>MIS</b>	Management Information System
<b>ORA</b>	Operational Readiness Assessment
<b>OCR</b>	Operations and Crime Review
<b>PAL</b>	Police Assistance Line

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<b>Proactive Policing</b>	Policing activities in support of crime prevention strategies. Based on intelligence it tasks police resources to anticipated offenders, locations and/or victims.
<b>Reactive Policing</b>	Policing activities focused on responding to, and investigating, crime or non-crime events where police action has been requested and is to be provided.
<b>RAF</b>	Resource Allocation Formula
<b>Region</b>	An Administrative layer co-ordinating LACs and reporting to the Deputy Commissioner Field Operations
<b>Rostering</b>	The process of allocating staff to particular shifts and duties, and maintaining the associated records.
<b>SAP/R3</b>	Systems and Applications Products (Software proprietary product applied by Police Service for HR, finance and payroll)
<b>Shop Front Police Station</b>	A purpose built counter service centre with limited facilities. Open on a needs basis or on the determination of the LAC Commander. (Some Sector Police stations do little more than fill this role)
<b>STAR</b>	Solution for Technological Administration of Resources
<b>SRS</b>	Smart Rostering System
<b>TAG</b>	Target Arrest Group
<b>TAO</b>	The Audit Office
<b>Tasking</b>	The process (based on intelligence analysis) of assigning staff, who have been rostered on duty, to particular activities. Tasking sheets (or their equivalent) are used to record both desired tasks and actual tasks undertaken.

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# **Executive Summary**

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## Executive Summary

A key priority of the NSW Police Service is ethical cost effective crime reduction.

The aim for Local Area Commands (**LACs**) is to reduce the levels of the five index crimes (assault, break and enter, robbery, stealing and motor vehicle theft) to 1996 levels and below. To achieve this LACs must implement crime prevention strategies, undertake more proactive policing and gain improved support from information systems.

Rostering and tasking systems are critical to the deployment of staff to proactive policing.

Rostering allocates available officers to particular shifts and duties. Tasking allocates those officers to specific crime related activities, either reactive or proactive.

### **The Audit**

The objective of the audit was to form an opinion on the efficiency and effectiveness of staff rostering, tasking and allocation systems and practices at LACs within the NSW Police Service.

This was achieved through a review of practices at selected LACs within the greater metropolitan area and the review of relevant corporate systems and directions. The review of new systems was limited to their intended impact on the measurement and management of staff deployed to proactive policing.

### **Audit Opinion**

The Police Service is in the process of undertaking a wide range of information technology and systems developments that are expected to improve the Service's capabilities to apply intelligence information to the deployment of staff at LACs. Implementation of the current phase is to take place over the next eighteen months.

The Audit Office considers that the developments are timely and when fully implemented should significantly contribute to the Police Service's ability to be more proactive and provide for better staff deployment.

The Audit Office is of the view that the impact of these developments on the efficiency and effectiveness of rostering and tasking at LACs would be further enhanced by attention to gaps in systems and to restrictive staff allocation practices. For example, limited recording of proactive policing activities restricts the evaluation of police activities and the continued use of the concept of authorised strength restricts the release of police officers from non-operational support duties.

## **Findings**

The audit opinion is supported by the following findings.

### *Information Technology and Systems*

The system developments that will improve LAC's capacity to better roster and task staff are the Enterprise Data Warehouse (EDW) to support improved measurement and assessment of activities, and a corporate Smart Rostering System (SRS) that is to replace both manually prepared rosters and existing PC based links to HR systems.

The systems are to be implemented over the next 18 months and converge with the increasing focus on crime prevention strategies.

Notwithstanding, there are some shortcomings in current and proposed supporting systems and management practices as outlined in the following.

### *Recording of Proactive Policing Activities*

Proactive policing is not clearly defined and is interpreted differently between LACs. A lack of definition of what constitutes proactive policing adds to the limitations of its recording and measurement.

Proactive policing in LACs is primarily achieved through periodic special operations conducted by officers from across the LAC to focus on specific locations and types of offenders, through functional groups such as permanent target arrest groups (of around 4 officers) and through the permanent liaison officers (community, youth, domestic violence, licensing). In addition, proactive policing is undertaken, on an ad hoc basis, by general duties officers whose prime responsibility is reactive policing.

More complete information is, however, required at LACs to support and account for the high level of discretion exercised in the management of rostering and tasking for proactive duties. Operational systems, COPS (Computerised Operational Policing System) and CIDS (Computer Incidence Despatch System), are currently more aligned to recording reactive policing and only record part of the proactive work that is undertaken.

Improved capture and assessment of proactive policing activities can be achieved through the further development of COPS and CIDS.

*Rostering and  
Tasking*

Shift patterns in LACs were observed as being constant over roster periods, days of the week and times of the day, with increased deployment on Friday and Saturday nights. Rosters are based around the functional components of a LAC such as general duties teams, detectives and highway patrol who generally work shifts of predetermined lengths over roster periods of between 2 to 6 weeks. A significant impact on the roster is the First Response Agreement (between the Local Area Commander and staff representatives) that requires each LAC to have a minimum number of general duties officers to respond to urgent calls from the community and maintain supporting station functions.

Consistent, service-wide tasking systems have not yet developed. This contributes to the variable recording, acquittal and evaluation of proactive policing at LACs. However, there are sufficient similarities in tasking practices at LACs to support the development of corporate tasking systems and practices for application at all LACs.

The soon to be implemented Phase 1 of the Smart Rostering System should provide benefits to LAC rostering practices but will need to be supplemented with more comprehensive recording of proactive policing and improved tasking systems.

To achieve the effective utilisation of the increasing number of officers available for proactive duties there will need to be an improved integration of intelligence information coupled with flexible rostering and tasking practices. For example, an approach taken by more progressive LACs to improve service delivery is to task officers across functional boundaries. In the case of a special operation or a criminal investigation, an officer's capabilities may be broadened by reference to mentors or peers who have specialist skills.

Phase 2 of the Smart Rostering System (proposed implementation by late 2000) is to integrate an intelligence based demand model on the 'front-end' of the system. The model will apply data from operational systems to predict police activity. This is likely to require more flexible management and staff practices to support more variability in the lengths of shifts.

*Availability of Police* The availability of officers to be rostered at LACs to deliver direct operational policing is constrained by staff on permanent and shorter term restricted duties, long term sick<sup>1</sup>, secondment, lengthy times in court, support duties (rosters, exhibits and intelligence), custodial and escort duties.

In addition, the Police Service has historically been required to provide services to other agencies. For example, support to the courts and custodial services by managing weekend bail courts, assisting with the transport of mental health patients pursuant to the Mental Health Act and the escorting of offenders to and from court. Also, juvenile offenders must be constantly attended to while in the court precinct. Such requirements diminish the ability of police to deliver proactive or reactive services. Amendments to legislation and revised agreements with agencies would not require trained police officers to perform these duties.

A further factor affecting the availability of experienced police officers is the rate at which officers are leaving the Police Service through resignation and medical reasons. The attrition rate for 1999 is estimated to be 825 or 6.1% of funded police positions. Senior constables and sergeants who have a minimum of 5 years experience make up 75% of departures. This equates to 62 constables and sergeants leaving per month. An increasing number of probationary constables put greater pressure on supervision at LACs.

*Civilianisation* The employment of civilians in support positions currently occupied by police officers (civilianisation) is to release more officers for proactive policing. Significant funding for civilianisation has been occurring since 1995. Initiatives such as the Police Assistance Line (PAL)<sup>2</sup> release police officers for proactive policing duties and is to receive \$18.7m recurrent funding over the next three years.

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<sup>1</sup> The numbers of officers on permanent restricted duties and long term sick leave can vary between LACs and is not discounted when LACs the authorised number of positions is allocated.

<sup>2</sup> PAL releases police officers at stations from dealing with calls from the public. PAL is delivered through call centres that are staffed by civilians and supervised by police officers.

A program to civilianise a number of police officer positions such as human resource officers, intelligence officers, scene of crime forensic technicians and roster officers was announced in the 1999-2000 State Budget and is to total \$17.5m in recurrent funding by 2002-03.<sup>3</sup>

*Location and  
Operation of Police  
Stations*

There is an increasing use of shop front police stations and restrictions on some stations outside business hours. An aim of this approach by the Police Service is to redirect the police officers from station duties to front-line service delivery in the street. The increasing centralisation of activities at LACs, such as managing charge and holding facilities at a designated LAC station is further evidence of the trend. Similar trends were confirmed recently in the United Kingdom.<sup>4</sup>

*'Authorised  
Strength'*

The Royal Commission into the NSW Police Service in its Final Report of May 1997 viewed the maintenance of an authorised strength for police officers as an inflexible mechanism and supported its abolition through the amendment of the *Police Service Act*.

The audit found, however, that an 'authorised strength' of police officer positions and associated 'protected' funding levels continue in place.

These mechanisms hamper an effective 'whole-of-service' approach to resource management, as the release of officers from non-operational support duties through the employment of additional civilians requires additional funding by Parliament.

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<sup>3</sup> The total recurrent funding includes \$5.9m to be realised by savings from the relocation of the Infringement Processing Bureau and the Firearms Registry.

<sup>4</sup> See UK Audit Commission report *Action Stations: Improving the Management of the Police Estate* (March 1999)

*Allocation of  
Officers to LACs*

The resource allocation formula guides the allocation of the authorised number of police positions to LACs. The input to the formula, from operational systems, surveys, demographic statistics etc., includes limited consideration of proactive policing but provides an allocation that must support both reactive and proactive policing.

The limited consideration of proactive information in the assessment of a LAC's performance has the potential to inappropriately reward a LAC which has a high crime rate with additional staff and adversely affect a LAC that has reduced its crime rate through effective proactive policing, by reducing staff numbers.

To that extent the process could act as a disincentive to record and report crime correctly.

The resource allocation formula used has not been comprehensively reviewed since 1997 and is not transparent to the public.

*Alignment with  
Strategies*

The incomplete recording of police activities in operational systems and the corporate priority given to crime reduction trends has limited the development of proactive strategies and the consideration of times and costs accrued to outputs. This has restricted accountability for the application of resources to proactive policing.

However, the introduction of the Enterprise Data Warehouse and the development of activity based management systems should support a better understanding of how resources are being applied, the costs of outputs and options for improved service delivery. At present, there is little focus on measuring cost efficiency.

*Checklist for LACs*

During the audit, observations were made relating to better practices and proactive policing. These have been collated and reproduced in Appendix 3, in a checklist format, to assist LACs with the review of proactive management practices.

## **Recommendations**

It is recommended that the Police Service:

- better co-ordinate current initiatives aimed at expanding the recording and assessment of proactive policing. These include improvements to tasking practices at LACs, the Smart Rostering System, the appointment of specialist roster officers, the COPS/CIDS enhancement project and activity based management systems. (This could be achieved through a steering committee of representatives from the relevant areas. A task of the committee should be to clarify the definition of proactive policing to facilitate its measurement)
- evaluate the benefits of developing corporate systems to support LAC tasking practices
- assess options to replace the concept of an authorised strength of police officer positions with a more flexible ‘whole of service’ funding mechanism to release police officers from non-operational support duties
- undertake an internal review of the benefits achieved from civilianisation initiatives and develop an appropriate system for their on-going measurement
- further examine the possibilities of more flexible deployment of police from shopfront, or like, stations supported by larger LAC stations in ‘off-main street’ locations.

## **Acknowledgment**

The Audit Office wishes to acknowledge the generous assistance and co-operation provided by staff at all levels of the Police Service.

## **Response from the NSW Police Service**

The NSW Police Service is presently in a developmental period regarding all aspects of service delivery and it is pleasing to note that the report essentially supports the direction the Service is taking on this issue. While the report contains five recommendations, there are in effect two main themes to these recommendations. Firstly, the Service needs to further concentrate on its ability to measure its policing services, primarily through the use of better corporate systems and integration of information. Secondly, the Service needs to further assess and develop more flexible deployment initiatives.

In relation to the first theme the Service has already enhanced its Computerised Incident Dispatch System (CIDS) to allow data to be captured on hours spent on taskings (that is the activity designed to target areas where crime is likely to occur). Coupled with this are further enhancements to both CIDS and the Computerised Operational Policing System (COPS) which will allow the transfer of data between these and other systems. The SMART Rostering System will be introduced in March 2000. Furthermore, the Service is introducing Activity Based Management to provide the link between administrative and operational systems to give a better picture of the Service's effective and efficient use of resources. To coordinate these and similar activities a committee is being established under the chairmanship of the Deputy Commissioner Field Operations.

Regarding the second theme, the Service agrees that it needs to further assess and develop initiatives which will allow more flexible deployment. The Service has reviewed the methodology applied to the Police Assistance line (PAL) business case and will use this experience to develop a more rigorous approach for the four year program to civilianise police positions in the forensic and intelligence areas. Negotiations are taking place between the Service and the Police Association to reclassify police officers on permanent restricted duties to take up administrative positions. The Service has commenced a Revised Service Delivery Project. This is essentially aimed at placing more police in the field and simultaneously allowing them to focus on crime reduction strategies from the field. This is to be supported by, among other initiatives, the use of mobile data terminals. It is anticipated that by June 2000 there will be 100 mobile data terminals in operation in the greater metropolitan area.

This report, like the Audit Office's previous report on Police Response, will be beneficial to improving the way the policing business is done.

**END OF RESPONSE**



# **1. Introduction**

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## 1.1 Police Activities

Police activities are varied and can be very complex.

Activities at a Local Area Command (LAC) include: responding to inquiries from the public, undertaking beat patrols, lengthy investigations and special operations, supervision of operational functions such as general duties officers and detectives, overseeing bail and warrants, charging, offender custody and transport, holding yards and exhibits management, rosters, intelligence, liaising with community groups such as councils and welfare agencies, and providing support for specialist services that may be attached to the LAC.

To undertake these activities police officers are given considerable powers and discretion. Activities such as making an arrest may require considerable discretion, whereas the processing of the charges is well prescribed.

This complex environment creates challenges for the complete capture and accurate measurement of the broad range of police activities. For example, how to capture and measure the tasked proactive work, such as patrolling 'hot spots', that may be undertaken by general duties officers when not responding to calls from the public.

Measuring activities is fundamental for resource management as it provides data on how resources are being allocated to deliver specific outputs and assists in the planning of future resources allocation, the improvement of internal processes and the measurement of costs.

### **Categorisation of Police Activities**

The audit, the objectives of which are more fully described in Appendix 1, takes the view that the work of sworn and unsworn police activities at LACs can be broadly categorised as:

- reactive (operational) policing - response to calls for assistance and related investigations (supports concerns for public safety)
- proactive (operational) policing - initiated by LACs and consists of tasks to prevent crime.
- support activities - include exhibits management, rostering, intelligence (operational support) and personnel, building and property (non-operational support).

This classification is consistent with the recent Police Services Data Dictionary<sup>5</sup> and provides a basis for further classification, for example, into corporate programs.

## 1.2 Staffing Terminology

A number of terms are used in the Report to describe staffing practices and concepts. Key terms are explained below.

- Allocation*
- at the Police Service level this is achieved via a resource allocation model which assists in determining how additional police officers will be distributed to LACs.
  - at the LAC level the total number of staff formally allocated is reduced by those on secondment to other LACs and on leave such as long term sick leave.
- Rostering*
- assigns staff to shifts and duties, and produces supporting documentation of staff attendance and links to the payroll/personnel systems.
  - standard roster duty codes include general duties driver/assistant, investigation of crimes, court duties, leave etc.
- Tasking*
- assignment of appropriate rostered staff by supervisors to specific activities. Generally based on intelligence information.
  - tasked activities can relate to responsive or proactive policing, for example, general duties officers patrolling a shopping precinct at a high risk time when not attending to calls from the public, or officers participating in a special operation.
- Incident*
- the prime unit for which actions are recorded in CIDS (Computer Incident Dispatch System) and COPS (Computerised Operational Policing System).
  - examples of incidents are - stolen motor vehicle, robbery, or concerns over licensed premises recorded in COPS, and the undertaking of proactive tasking recorded in CIDS.

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<sup>5</sup> 1999 Police Services Data Dictionary, Commonwealth/State Police Services Working Group (Productivity Commission), pp28,29

### 1.3 Reform of the Police Service

Reform processes gained momentum in 1996 during the Royal Commission into the NSW Police Service when significant legislative and organisation changes occurred.<sup>6</sup> Subsequent and significant reform events include:

- *Reform of the NSW Police Service Phase I* (November 1996) and *Phase II Reform Agenda* (January 1998) presented by the Commissioner of Police
- the Final Report of the Royal Commission in May 1997
- new Police Service structure including eleven regions and eighty LACs (July 1997)
- Phase III of the reform agenda to be implemented from January 2000.

Continuing today is the Police Service's *Reform Co-ordination Unit* which reports to the Commissioner and the Commissioner's Executive Team on the implementation of the reform agenda. Significant amongst the Reform Unit's functions is the organisation of fortnightly Operation and Crime Reviews (OCR) of LACs and other organisational units on a rotational basis.

The emphasis at the OCRs is on crime reduction. This development can be sourced to the 1998-2001 Corporate Plan<sup>7</sup> and mirrors many aspects of the New York Police Department's policing model.<sup>8</sup>

The desired outcome of the focus is a reduction in crime levels, in the first instance, to 1996 levels.

The OCRs concentrate on the five crimes of assault, break and enter, robbery, stealing and motor vehicle theft and four indicators, with a more proactive orientation, street offences, drug detection, traffic (PCA, cancelled driver, disqualified driver) and goods in custody. The approach at LACs is to concentrate efforts on the most active offenders, the 'hot locations' and repeat victims at the most probable times.

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<sup>6</sup> For example, the Police Integrity Commission Act 1996 and the formation of a Royal Commission Implementation Unit within the Police Service in February 1996.

<sup>7</sup> For example, four key priorities outlined in the Plan are:

- crime reduction
- rationalised and improved work practices and systems
- employee job satisfaction and motivation
- public satisfaction and police responsiveness.

<sup>8</sup> see NSW Parliamentary Library Research Service, Briefing Paper no. 14/99: *Zero Tolerance Policing*, pp 11-13

Underlying this more targeted, more intelligence-based approach is an aim to increase the level of proactive policing. Current initiatives include:

- managing responsive police activities more efficiently through improved rostering
- the appointment of additional sworn officers
- releasing officers from non-operational duties by appointing more civilians
- the full introduction of the Police Assistance Line (PAL).

## 1.4 Previous Reports

Improvements to the efficiency and effectiveness of service delivery by LACs, inclusive of proactive policing, have been touched on in a number of recent reports.

The Council on the Cost of Government (COCOG) report *NSW Police Service: Review Resource Management – Scoping Study* of November 1996 found significant numbers of police officers in non-operational support duties and expressed concerns over the adequacy of IT strategic planning in supporting reforms.

The final report of the Royal Commission into the NSW Police Service of May 1997 included recommendations for a flatter, more integrated structure and for the Commissioner to be granted authority to manage resources with greater flexibility.

The Audit Office of NSW (TAO) performance audit report of March 1998 *Police Response to Calls for Assistance* supported a number of improvements to reactive policing. A conclusion of the report was that limitations with recording and monitoring arrangements produced insufficient information to support the measurement of response times.

Later chapters include reference to the findings of these reports.

## **2. Information and Systems Developments**

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## 2.1 Recent Developments

In May 1996 the COCOG report stated:

*The Police Service has a demonstrated capacity to manage the design, development and implementation of operational level policing systems, but has paid little attention to the ways in which IT investments or proposals fit within the Service's corporate strategy.*

and that:

*The age and non-integration of human resources, finance and EIS systems is limiting the ability of managers and executives to obtain timely and appropriate information. The limited management information prevents the analysis of current management practices.<sup>9</sup>*

Since that time the Police Service has undertaken significant information systems initiatives and developments to support a more integrated approach that includes a focus on improved performance measurement.

A key strategy of the Police Service's Information Management and Technology Strategic Plan is the integration of administrative and operational systems and an enterprise database. The hardware and architecture changes will support new HR, finance and decision making systems<sup>10</sup>.

Key components of this strategy are:

- the Enterprise Data Warehouse (EDW), the central repository of Police Service data, is to support improved measurement and assessment of police activities. Importantly, the EDW will support improved analysis of the data contained in the current operational systems
- an integrated service-wide HR/Finance/Payroll package to replace up to sixty systems and databases
- the corporate Smart Rostering System to replace PC based and manual systems at LACs<sup>11</sup>.

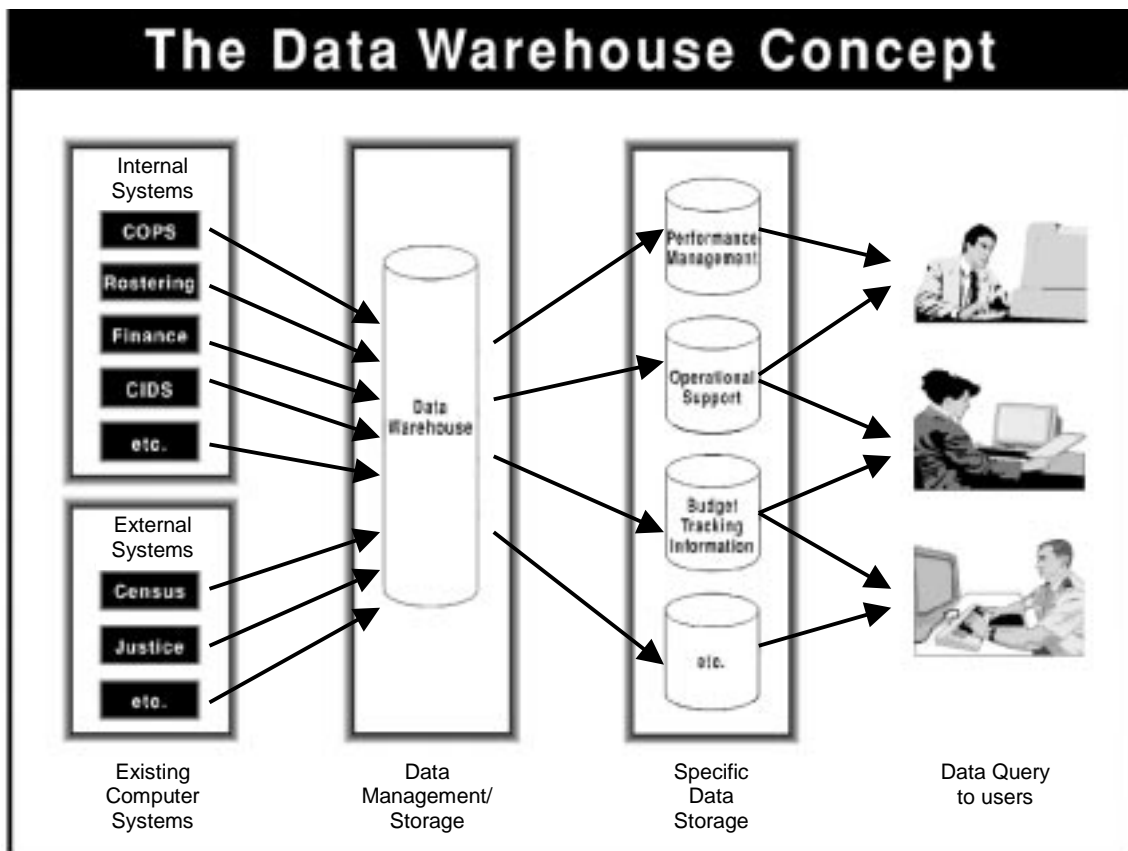
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<sup>9</sup> Council on the Cost of Government (COCOG) report *NSW Police Service: Review Resource Management – Scoping Study* (November 1996), p45 & p49

<sup>10</sup> Decision making systems include the Executive Information Service (EIS).

<sup>11</sup> The STAR project comprises the HR/Finance/Payroll package and the Smart Rostering package and is to link information from the systems through SAP R/3 software. (STAR = Solution for Technological Administration of Resources)

The data warehouse concept is illustrated below.



The key delivery dates and capital costs are as follows.

<b>Table 2.1: Information Systems</b>		
<b>Project</b>	<b>Key Dates</b>	<b>Estimated Capital Costs to 30 June 2000</b>
<b>Enterprise Data Warehouse</b>	<ul style="list-style-type: none"> <li>• implementation from late 1999</li> <li>• completion of current phases June 2000</li> </ul>	\$4.3m
<b>Integration of HR, Finance and Payroll</b>	<ul style="list-style-type: none"> <li>• from mid 2000 to June 2001</li> </ul>	\$10.7m
<b>Smart Rostering</b>	<ul style="list-style-type: none"> <li>• phase 1 implementation by March 2000</li> </ul>	*

**\*Note:** the Commonwealth Scientific and Industrial Research Organisation (CSIRO) and Time and People Australia in collaboration developed The Smart Rostering System with the NSW Police Service and the South Australian Ambulance Service. The project received funding from a Commonwealth Government grant.



## 2.2 Smart Rostering System

The Smart Rostering System (SRS) is to be implemented in two phases.

Phase 1 will replace manual and PC based practices at LACs. The system is designed to speed up the preparation and amendment of rosters, and provide for improved analysis of the achieved roster against the desired roster. Through specifically designed artificial intelligence, the software provides for consideration of the many aspects that a roster officer must manage.

The features of the Phase 1 installation will be:

- the ability of the roster officer to input the ranks, numbers, skills, staff preferences, training and court times, special events/operations, etc for particular shifts and periods, and
- receive an optimal roster output with indications of what industrial award, local rules, funding constraints, personal preferences, etc may have been breached.

It should provide LACs with a more accurate knowledge of the costs of shifts on a daily basis and support an equitable sharing of undesirable shifts.

Phase 1 will link SRS with HR and payroll and will provide the LAC with an improved ability to interrogate the roster data for variations in shifts and costs. It will not include a connection to the COPS and CIDS systems and therefore will not integrate workload predictions with roster calculations. However, the EDW should provide some compensation for this, as it is to support more efficient intelligence processing by LACs.

Phase 1 will provide a more extensive range of roster duty codes than is currently available.

Phase 2 is to attach a demand or intelligence driven model to the 'front end' of SRS. The model is to process historical COPS and CIDS data through a mathematical algorithm. The output is to be an optimised result for response capability using existing resources - an assessment of the number of personnel, and time, required to perform specified jobs and flow-on duties. A timetable for the design and implementation of Phase 2 has not yet been set and its business case must compete against other capital bids.

Until the development and implementation of Phase 2, any intelligence input will continue to come separately to the roster officer from LAC intelligence analysis. The successful implementation of Phase 2 will more readily support the claim that rostering is intelligence driven.

The extent to which SRS will accurately capture the type of activities undertaken by the rostered police officers is unclear. SRS does allow an individual's duties on a shift to be recorded at half-hour intervals. However, duty codes for use within SRS are designed to record duties on a daily, or in some instances half day, basis. Without more accurate recording of duties or activities, SRS alone will not provide sufficient data for the management of proactive policing at LACs. Data from tasking systems will continue to be required to fill the activity information gap. For example, general duties constables recorded in SRS against a mobile patrol duties code may also undertake a significant number of activities that are specifically tasked by the duty officer and based on intelligence advice.

In addition, due to the duty codes being designed to indicate an officer's principal activities for the shift, variations caused by unexpected leave and operational occurrences can lead to significant differences between day to day rostered duties and tasked duties.

### **2.3 Extraction of Intelligence Data**

The audit observed a consistent approach to the download of data from systems for input to intelligence processes. This included daily and/or weekly interrogation of COPS regarding new entries and trends, weekly downloads from the corporate MIS or EIS and the conduct of LAC specific analysis via a commercial database.

However, access to the present systems and processing of the data contributes to the slow processing of intelligence at LACs. For example, MIS, which is updated weekly, takes several days to download and process and is supplemented by daily monitoring of COPS by intelligence officers. The analysis of the previous week's activities can take one week and slows down adjustments to proactive approaches. EIS is accessible only by the LAC commander and nominated personnel.

As referenced in this chapter, the EDW and the introduction of the demand model to the SRS should make this process more efficient.

## 2.4 Improvements to Operational Systems

Past developments to CIDS and COPS have supported the capture of information relating to reactive policing. This included despatch, arrests and charges and investigation and brief management. These changes have been achieved through COPS and CIDS project teams.

The work currently being undertaken by the COPS Project Team will enhance the capture of proactive activities through, for example, an extended range of standard COPS incidents such as visits to licensed premises or the inspection of cattle trucks to detect stock theft. This initiative is important in facilitating the filling of the gap in the completeness and accuracy of proactive data.

At the time of the audit, the incidents recorded in COPS related to criminal activity (robbery, break and enter, etc). Non-criminal type matters (with the exception of intelligence information reports) are recorded as occurrences. However, the category of occurrence in COPS has limited data fields and cannot be measured as accurately as incidents. Incidents, occurrences and information reports can all be linked to operations from which they may have originated. It is expected that some of the enhancements to extend the range of incident types will be implemented this financial year.

These changes also make it more efficient to use the case management system, designed for criminal investigations, for a targeted operation such as the reduction of vandalism or graffiti in a location. The case management system can then be readily used to record progress against the action plan developed.

Other enhancements being developed by the COPS Project Team include an improved ability to accurately and consistently record locations, and the ability for liaison officers (community, youth, domestic violence, etc) to more readily access COPS information relating to their area or responsibility.

More extensive use of CIDS can also support the recording of proactive policing in COPS. Use of the priority five code for calling onto and off proactive tasks was recently sanctioned by Police Communications Group (VKG). In the case of general duties officers this can be especially useful in keeping track of their location and the acquittal of tasks. The recent installation of a CIDS/COPS interface allows the electronic transfer of CIDS records to a COPS entry that may have resulted from the tasking.

The addition of new facilities to COPS and CIDS should not impose significant additional workload on police officers and clerical staff should be used where possible for input duties.

A further issue relating to the recording of data and its measurement is a lack of definition of proactive policing. The boundaries between reactive and proactive policing are not clearly defined and not all LACs are recording the same activities in the same way. For example, unless general duties, beat and highway patrol officers are responding to calls from the public they are available for proactive policing. However, there are varying practices in LACs recording general duties, beat and highway patrol officers as duty types in the roster systems, CIDS and COPS. The extent to which factors such as the use of intelligence for tasking and the visibility of police officers define proactive policing must be clarified to support more consistent, equitable and complete data recording and measurement.

## **2.5 Activity Based Management**

Employee related expenses for the financial year 1999-2000 are 79% (\$1.1b) of the total Police Service expenses. The potential benefits from improvements, even at the margin, are substantial. Management systems and practices can assist with this by capturing the costs related to activities and using that information to assist with the deployment of the resources to the greatest advantage.

At present, the inability to understand the costs of activities and their outputs limits the assessment and improvement of the efficiency of activities, in particular the cost efficiency of crime prevention strategies.

Currently, LAC business plans are not costed on an activity basis. They include only a simple and traditional line item budget. This strategic aspect is discussed in Chapter 5.

A solution being developed by the Police Service is based on an activity based management (ABM) approach.

ABM will rely on output from SRS and EDW and is to assist in improving understanding of the link between resources allocated (inputs such as funding) and the resulting services delivered (outputs such as special operations). At present, there is little focus on measuring cost efficiency.

### **3. Rostering and Tasking at LACs**

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### 3.1 The Role of Rostering and Tasking

Rostering and tasking are critical to the implementation of the crime prevention strategies. These strategies are an integral component of the Police Service's key priority of ethical cost effective crime reduction, which requires LACs to undertake more proactive policing.

Rostering allocates available officers to particular shifts and duties, while tasking allocates officers to both specific proactive crime prevention activities and to response activities. Rostering and tasking aims to make the most of available LAC resources.

There can be significant differences, and similarities, between rostered duties and tasked duties due to:

- the use of broad duty type classifications in the roster system to record an individual officer's expected activities for a shift, for example, officers classified to the duty codes of vehicle driver and vehicle observer may undertake any number of tasks, such as attending to the scene of alleged domestic violence or prisoner and mental patient escort duties, that could take some hours on a regular basis
- the staff undertaking duties different to the roster duty type due to other staff being on leave or training, or changes in operational requirements such as a special event.

The differences are important factors in the identification and management of day to day activities at LACs.

The features of successful roosting and tasking include:

- flexibility to adapt to changes in trends and new demands identified through intelligence analysis
- support the measurement of police activities at a corporate and local level
- support from staff for flexible shift patterns
- application of resources in a cost conscious manner
- a mix of appropriate resources to support staff development and safety
- interface with other systems such as payroll and HR.

**Flexible Rostering Policy**

Policy and procedures for flexible rostering were implemented on 1 January 1995.<sup>12</sup>

The policy for flexible rostering include shifts to be not less than six hours and not more than twelve hours, an average of thirty eight hours per week to be worked over the roster cycle and not more than two consecutive night shifts for an officer on twelve hour shifts. Implementation of shift lengths is to have the support of a simple majority of those officers affected by the roster, if agreement is not reached between officers and management the default roster of nineteen by eight hour shifts over a four week roster cycle will apply.

However, as explained below, TAO found that the flexible roster policy leads to rostering practices of limited flexibility.

**First Response Focus**

First Response Agreements prescribe the minimum level of staff resources required to respond to community demands twenty four hours a day, seven days a week and at the same time ensure officer safety. The agreements are negotiated by the Local Area Commanders and staff representatives, and reviewed periodically.<sup>13</sup>

Details included in agreements are the number of two officer general duties response crews, supervisors, station staff (including custody), and the backup available from discretionary functions. The determination of staff numbers on a daily and shift basis is based on workload data captured in COPS and CIDS, and historical precedent.

### **3.2 Local Area Command Structures**

The current LAC structure is a hybrid of the LAC model of 1 July 1997 and the Integrated Local Crime Management Model (CMM) of February 1999<sup>14</sup>. The principal addition to the LAC structure is a Crime Management Unit that brings together intelligence and liaison officer functions.

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<sup>12</sup> Commissioner's Notice No.3 of 2 January 1995: *Flexible Roster Parameters*

<sup>13</sup> All LACs were to have negotiated a First Response Policing Agreement by 17 July 1998 and they are generally reviewed quarterly.

<sup>14</sup> The Crime Management Model (CMM) is a convergence of studies and trials undertaken within the NSW Police Service and current practices in the UK (to this end the implementation of the Model is being assisted by a Chief Superintendent from the Greater Manchester Police).

The LAC/CM models have a dual focus through the positions of:

- crime manager who responsible for on-going crime co-ordination through the crime management unit including intelligence analysis, community safety officers, etc, and investigations management including detectives and brief handling
- duty officers who are responsible for the tasking, on each shift, of sergeants and constables to meet day-to-day operational needs.

The resulting structure is to facilitate similar key roles and responsibilities at each LAC. In recognition of the diversity of LACs across metropolitan and regional areas there are variations in the classifications of officers fulfilling many roles and responsibilities.<sup>15</sup>

A further impact of the models, especially the CMM, is the improving use of intelligence in the rostering and tasking of LAC resources.

The LAC model introduced the position of duty officer at an inspector level to cover all shifts. The duty officer has both management and supervisory roles. The position complements the continuing role of the supervising sergeant who provides more direct supervision of the general duties officers.

The model has required the creation of additional inspector positions.<sup>16</sup> In relation to this, LACs were concerned that duty officers are only now being appointed, more than two years after the majority of positions were filled, on an acting basis.

This increased emphasis on supervision under the LAC model, and support from team members, help compensate for the significant discretion exercised by the lowest level police officers, the probationary or junior constables who deliver the potentially high risk responsive services. The arrangements are also important for overseeing input to COPS and for corruption prevention.

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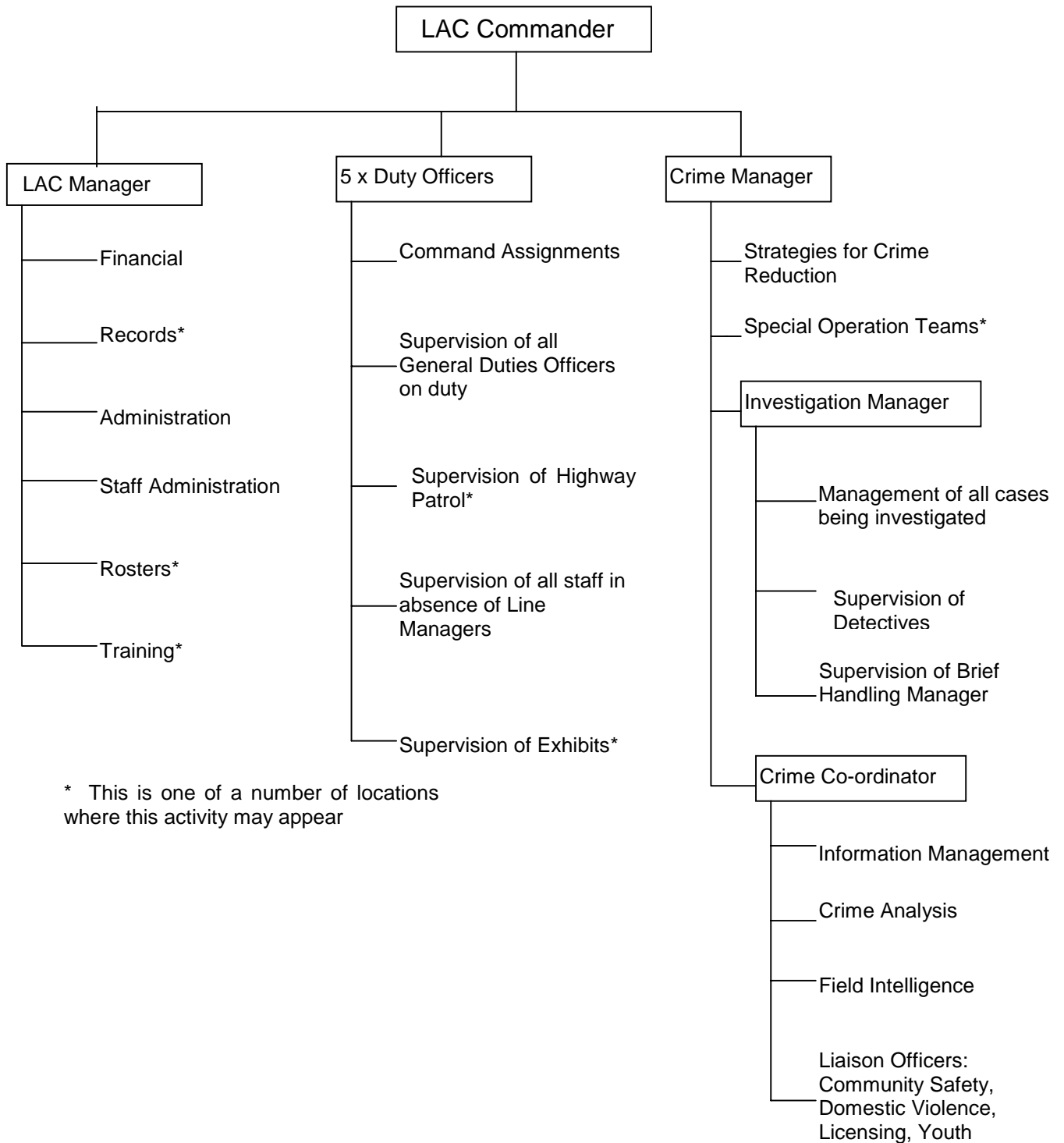
<sup>15</sup> LACs are graded from 1 to 3 with differing salary scales for commander, crime manager and duty officer positions.

<sup>16</sup> Each of the eighty LACs requires five duty officers to maintain 24 hour coverage five days a week. The current salary range for inspector duty officers is \$68,391 to \$86,577.



An outline of a typical LAC's management structure follows.

**Diagram 3.1: Typical LAC Management Structure**



### 3.3 Rostering in Practice

Shift patterns within the rosters at LACs were generally constant from roster period to roster period. Shifts maintain a regular cycle over the period of rosters. This includes minimum staffing for general duties and supplementation for busy periods on weekends and during the week. Special operations groups and detectives were generally rostered during business hours and including some afternoon/evening shifts. A significant number of officers in 'functional' duties were rostered to business hours. These include liaison officers and those officers undertaking rosters, exhibits/lost property and intelligence duties.

A sample of rosters from a large metropolitan LAC of approximately two hundred staff is included at Appendix 2.

In all of the LACs visited it was observed that there were difficulties in maintaining the level of general duty officers required to respond to urgent calls from the public ie. the First Response Agreement staffing levels. In these circumstances, the level of proactive activities, and the impact of intelligence on proactive activities undertaken by general duties crews, is variable. It was observed that busier LACs were less likely to be able to undertake proactive policing through the designated general duties officers. The observation is consistent with TAO's 1998 performance audit report *Police Response to Calls for Assistance*, which observed that:

*Faced with major variations in the number of calls by hour of day and night, the relatively inflexible rostering of staff puts great pressure on response resources at busy times, and in busy stations.<sup>17</sup>*

At present, the impact of intelligence input on the rostering practices at LACs is variable because of limitations to how flexibly resources can be applied. A number of examples of this follow.

**Twelve Hour Shifts** Claims over the efficiency and effectiveness of twelve hour shifts for general duties police officers differ. These officers comprise between 50 to 60% of an LACs total establishment. Under industrial arrangements, once a majority of general duties officers at a LAC support twelve hour shifts, it is applicable to all general duties shifts.

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<sup>17</sup> p 47

In discussions with a number of senior officers it has been claimed that twelve-hour shifts are a constraint on the flexibility of rostering and tasking as they involve fewer, longer shifts and can hamper the timeliness and continuity of client liaison and criminal investigation. As indicated in the outline of twelve hour shift rosters below, arrangements frequently involve absences of 4 days or more.

On the other hand, twelve hour shifts are popular with staff and result in reduced payment of shift allowances. The impact of twelve hour shifts on improved productivity because of reduced sick leave appears unproven, as some LACs are experiencing a return to previous levels of sick leave some months after the introduction of twelve hour shifts.

In recent months there appears to be an increasing recognition of the need for management continuity as fewer duty officers are working twelve hour shifts (reverting to ten or eight hour shifts). A reason for this revision is to strike a better balance between alignment to general duties teams and a desire for greater involvement of duty officers in management of the LAC.

The flexibility or otherwise of the Flexible Roster Policy will be tested by the introduction of the Smart Rostering System Phase 2 because the SRS can be set up to call for shift lengths of between six and twelve hours in response to anticipated workload.<sup>18</sup>

If the SRS does call for shorter (and hence more frequent) shifts than the present twelve hour shifts it will indicate that the present system is not achieving the best outcome from flexible rostering.

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<sup>18</sup> Flexible roster practices, as they would impact on Smart Rostering, will be raised and considered as part of the next round of wage negotiations which will commence in 2000.

The matter of secondary employment and twelve hour shifts is a vexed one. The longer breaks between shifts of three to six days can be seen as advantageous to secondary employment. On the other hand, most LACs did not consider secondary employment an issue that could not be controlled at the local level.<sup>19</sup>

The pattern of twelve hour shifts for a common form of general duties roster is shown below.

**Diagram 3.2: General Duties Roster for Twelve Hour Shifts on a Six Week Cycle**

	Week 1							Week 2							Week 3						
Team	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S
1		D	D	N	N							D	D	N					D	D	N
2				D	D	N	N							D	N	N					D
3	N					D	D	N	N						D	D	N	N			
4	D	N	N					D	D	N	N						D	D	N	N	
5										D	D	N	N								

	Week 4							Week 5							Week 6						
Team	S	M	T	W	T	F	S	S	M	T	W	T	F	S	S	M	T	W	T	F	S
1	N					D	D	N	N						D	D	N	N			
2	D	N	N					D	D	N	N						D	D	N	N	
3		D	D	N	N					D	D	N							D	D	N
4				D	D	N	N					D	N	N							D
5													D	D	N	N					

**Key:** D = day; N = night

**Note:**

- Each Team works 19 shifts in the 6 week roster period.
- At the completion of every 6 week period the teams change rosters by moving one step up the cycle, eg Team 4 moves onto the roster being completed by Team 3.
- The roster repeats itself every 5 x 6 weeks, ie every 30 weeks.
- The roster for Team 5 above has only 8 shifts allocated. The remaining 11 shifts for the six week period are available to be allocated over roster positions vacated by staff on leave, at training, at court, etc or to augment staff at times of higher demand.

<sup>19</sup> An internal review of all staff and their secondary employment status is currently being undertaken in the Police Service and may assist further analysis.

### 3.4 Demands Limiting Availability

Various internal and inter-agency demands on police officers have significant impact on the availability of police officers.

TAO's performance audit of March 1998 *Police Response to Calls for Assistance* found that:

*Availability is significantly affected by other demands, which limit the time that patrol officers spend in the field. Police staffing shift survey show that response resources rostered are reduced by a third through losses such as sickness, court attendance, secondments, and training days.<sup>20</sup>*

The Police Service has historically been a casualty of the requirements of other agencies. This has largely occurred as the Police Service is seen as a multi-skilled twenty four hour service provider. This interpretation diminishes the availability of police officers to deliver front-line services. For example, providing support for weekend bail courts, the transit of mental patients (as required by the *Mental Health Act*) and the escorting of juvenile offenders to and from court. Review of the requirement for police officers to be involved in these activities and the consideration of more cost effective options is warranted.

### 3.5 Analysis of Roster Database

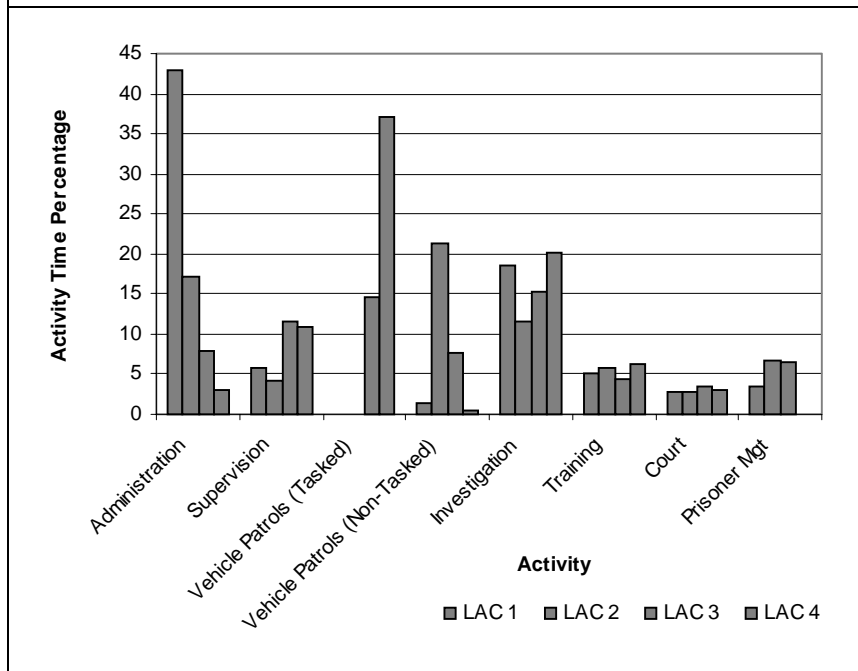
Data from the current PC based roster system has not until recently been collated into a central database and at the time of the audit included data from the previous six months. However, limitations with the completeness and accuracy of the data restricted analysis of the database. This was due to the broad classification of data captured (as required by the system guidelines) and the inconsistency of data recorded in the roster system at LACs.

The following graph is sourced from the roster system database. It displays the difference in use of roster duty codes between four LACs of similar size. The variation in the time allocated to administration, supervision and vehicle patrols indicates a lack of commonality in approach due to lack of clear definitions. Costing data drawn from such a system is obviously of limited use for management purposes. In terms of more readily identifiable activities such as court attendance and training the graph appears more representative of the true position.

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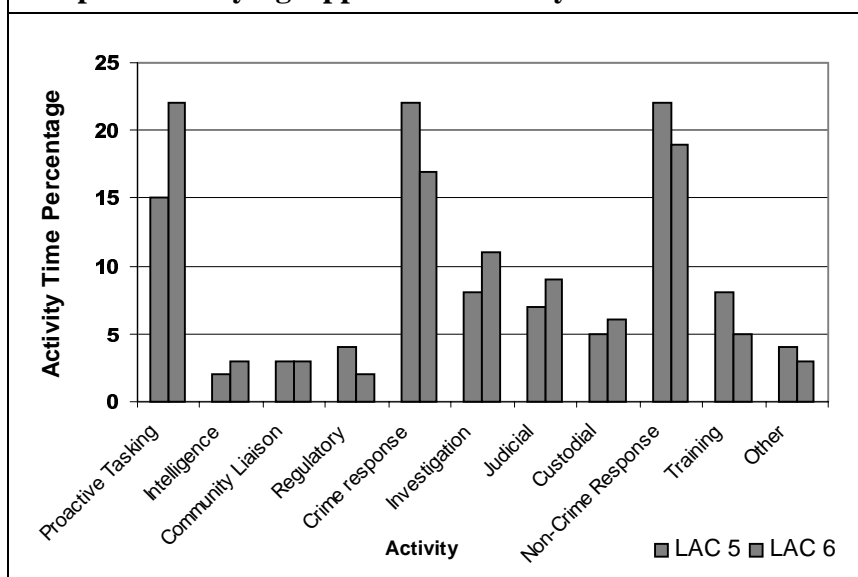
<sup>20</sup> p 48

**Graph 3.1: Varying Application of Duty Codes**



Analysis of the roster database for two LACs undertaken by a Police Service project team developing the activity measurement business case is displayed in the following graph. The activity types used were obtained by grouping duty codes. The disparity in some of the classifications again demonstrates the need for clear definitions to guide the recording of activities in the new roster system.

**Graph 3.2: Varying Application of Duty Codes**



### **3.6 Flexible Management Practices**

Better management practices were observed in LACs that were focusing on how services can be better delivered in a more flexible manner.

For example, Wollongong LAC is to implement an approach that seeks continuing benefits from increasing the efficiency of reactive policing (by a small number of police) who when warranted, then quickly pass the investigation onto the pool of officers who are able to deal with it in a more expedient way through the sharing of expertise and greater emphasis on prioritising activities.

A feature of Shoalhaven LAC's tasking approach is that it is conducted in an environment where all staff can have an input to the approaches being adopted to deter recidivists. Of special importance is the feedback at the end of each shift in terms of 'what worked' and what 'didn't work' during the shift's proactive activities.

Better practice features of this type of approach include:

- a greater level of integration of functional areas such as detectives and highway patrol
- support for more flexible duties arrangements
- crime investigation and preventative processes benefit from guided peer and supervisory support.

### **3.7 The Management of Tasking**

The preventative strategies associated with proactive policing require a greater degree of planning and discretion than required for reactive policing. By its nature proactive policing is not done by the book in a compliance manner. The management of tasking, which relies on intelligence to predict policing needs, is crucial for proactive policing as it supports its delivery in a flexible but directed manner.

It was observed that for tasking to be sustainable, understood and deliverable it required sufficient feedback loops must be built into the process. For example, officers who were successful in its application are more likely to view it as a positive development opportunity; however, if little value is seen in the tasking sheet and there is limited feedback, then little interest can be expected from staff.

The improving link between tasking and intelligence is continuing to change police practices. Tasking in the past has not always been based on adequate intelligence and direction. An example of this undesirable practice was provided and involved the tasking of highway patrol units to perform twenty RBTs/PCAs without reference to past patterns of offences, locations and times.

An important element of the management of intelligence and tasking is the adequacy of supervision and evaluation. These matters are also important for accountability purposes.

Of the LACs visited, Wollongong displayed the most intensive use of intelligence to apply tasking on a time and location basis. It also displayed the most attention to the evaluation of proactive tasking achievements.



### **Intelligence Based Tasking at Wollongong LAC**

... is founded on two key areas of intelligence data:

- knowledge of history and current trend for the five key crime types over the whole LAC and within defined internal geographic zones
- probability of any type of crime being committed, per two hour time period, in any identified crime “hot spot” for any day.

A tasking strategy is created for each week based on the crime/s with the most disturbing trend/s. Intelligence staff monitor COPS entries on a daily basis and, in consultation with the Local Area Commander, fine tune the strategy.

Tasking sheets are compiled by intelligence officers and include specific proactive policing tasks for each shift. The crews must return the sheets and include the times actually worked on each tasking and reasons why less than the specified time was worked – this can occur as general duties officers must first respond to calls from the public.

Analysis prepared from the data includes:

- a Gantt chart for the particular “hotspot” area for the day, displaying the actual coverage achieved during each two hour period by various crews during the course of the day. The chart also displays the anticipated probability of crime occurring during each of the two hour periods
- a weekly tasking deployment evaluation sheet is prepared which lists, for each two hour period during the week, the number of proactive taskings planned and the number actually achieved. It also shows the name of the LAC Duty Officer during the two hour period if proactive taskings had been planned for that period
- review of the crime trend in the hot spot area subject to proactive policing.

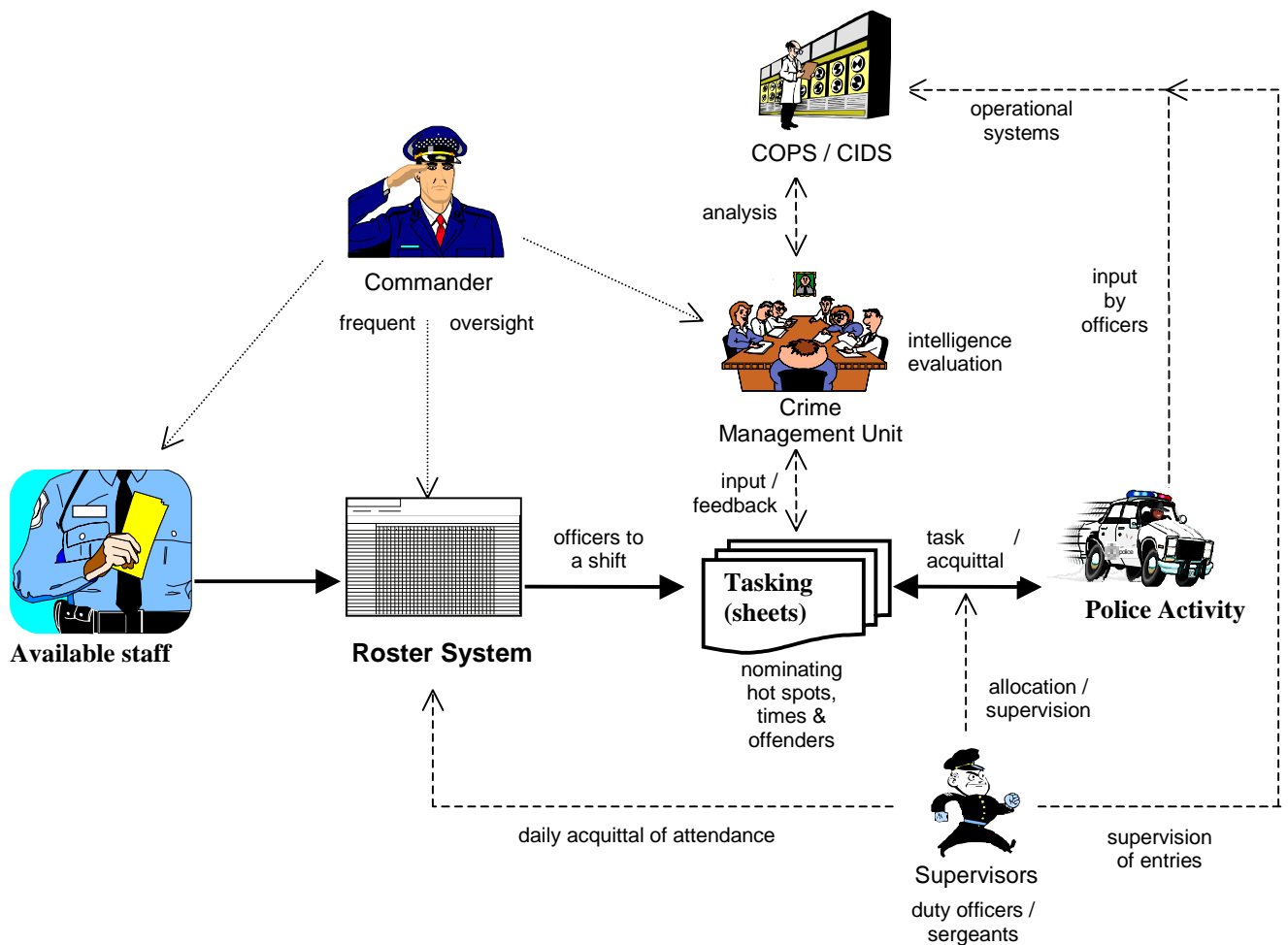
**Evolution of Tasking**

Initiatives in tasking have developed at the LAC level and there are no specific corporate systems to support tasking as there are with rostering. However, the development of tasking in LACs has resulted in a variety of practices and utilisation of existing operational systems. There now appear sufficient common features within the practices to support the development of a corporate approach.

In addition, the absence of a more consistent approach to tasking leaves a gap in data collection and evaluation of police activities. As indicated earlier in *Chapter 2.4: Improvements to Operational Systems*, by filling these gaps the Police Service will be able to assess a more complete picture of their activities.

A diagrammatic overview of current rostering and tasking processes in a typical LAC follows.

**Diagram 3.3: Overview of Current Rostering and Tasking Processes in a LAC**



### 3.8 Tasking in Practice

LACs visited had in place a permanent special operations group to target issues that were significant to the local community. Their main focus appeared to be on drug distribution and break and enters. However, the staffing of these groups was continually under pressure to maintain First Response Agreements. As a result the strength of special operational groups varied, limiting their impact. The use of periodic operations utilising available officers from across the command for a duration of hours supplemented the on-going operations group.

Flying squads or target teams are a recent initiative and are to be deployed at Region levels to 'hot' spots and offences.

The success of general duties officers in undertaking tasked proactive work is limited by how busy they are responding to calls from the public. If not supplemented with additional crews for proactive work the busier LACs will undertake less proactive policing.

A feature of the current LAC model is that the tasking of general duties officers is supervised by the inspector level duty officers and sergeants who in many instances are going 'one-out' in vehicles during shifts to assist and monitor activities.

### **Further Case Studies**

At Sutherland LAC a member of an intelligence officer attends all weekday briefings to provide short current background reviews on matter of special interest, including updates on Persons of Interest. As different staff provide this input at different briefings, a record log is kept in the intelligence office to track matters raised. Intelligence officers' practices and rosters are arranged to cover the briefings that are twelve hours apart. A feature not common amongst LACs.

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Recidivist Focused Tasking at Shoalhaven LAC is focused on identifying drug suppliers and significant customers (repeat offenders/recidivists) and then tasking officers to focus on them to disrupt their activities. Intelligence gathering also centres on the recidivists' contacts, their bail status and their place/s of residence and/or "business".

Targeted activities include:

- breathalyser testing in the vicinity of the 'hot' areas
- establishing a police cordon around an area of interest and interviewing persons of interest
- seeking information about suspicious activities from neighbours.

The tasked activities involve all areas of the LAC including highway patrol, community liaison officers and detectives.

The approach includes advising recidivists 'up front' of intended strategies and facilitation of public discussion about its techniques.

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At Parramatta LAC Operation "Visibility" proactively tasks uniformed members of the LAC functional (office) staff to visit the shopping centres in the LAC (Parramatta, Harris Park and Winston Hills) to talk to shop owners and members of the public. It is considered to be highly effective as it is well received and is a good source of community intelligence.

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Under a program at Macquarie Fields LAC repeat domestic violence victims are visited on Fridays to review their welfare and current concerns.

### 3.9 Police Stations: Locations and Hours of Operation

Recent reports have found that the location and number of police stations can place pressures on a LAC's ability to deliver better operational services, including proactive policing.

The COCOG report's examination of Sydney's inner west stations found that:

- changes in operational practices and in the organisation of service delivery has resulted in a reduced need for police stations
- a higher level of non-operational and supervisory staff in those patrols (LACs) with two police stations than those with one
- a number of stations are not designed or located to achieve police operational effectiveness
- the huge property investment reduces the ability to invest in more police and capital equipment.<sup>21</sup>

Though not all of these points were examined in detail during the audit, the substance of the report's findings continues to have relevance.

From a rostering and tasking perspective, police stations (their facilities and location) should assist the availability and flexible management of staff.

Although police stations are perceived by the public as providing assurance, a recent U.K. Audit Commission report found that visitors to police stations account for less than 10% of reported crime or incidents. Most public contact is now taking place by phone.<sup>22</sup>

The report also notes that:

*Public opposition to police station closures is often based on a perception that the quality of service will decline and, especially, that there will be fewer police officers on the beat. In fact, closing police stations or contracting opening times can release more officers for more patrol.*

and that:

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<sup>21</sup> COCOG report, *NSW Police – Review of Resource Management*, p 24 and Appendix 6 pp 25,26

<sup>22</sup> UK Audit Commission *Briefing Note*, p4, relating to their report *Action Stations: Improving the Management of the Police Estate*, (March 1999)

*Improving public consultation would help to promote the debate on the role of police stations, now and in the future. Information about services should be accompanied by efforts to educate the public about what is effective and affordable.<sup>23</sup>*

In addition, the report found that property managers considered that 9% of their buildings are in the wrong location and 16% have insufficient or excessive space for existing functions.

In New South Wales there is increasing use of shop front police stations and limitations on the opening hours for some stations outside business hours. These initiatives are aimed at providing both an appropriate counter service to the public and releasing more officers for patrol duties.

Shop front police points are generally located in user friendly locations such as shopping or entertainment precincts. They usually comprise a counter and a small room. Figures provided by the Police Service indicate that there are twenty two shop front properties. Figures were not available for police stations operating less than twenty four hours per day in the greater metropolitan area. Four of the seven LACs visited were operating at least one station less than twenty four hours. If for example, two non-charge, non-custodial stations are closed for eight to twelve hours per day and services provided by a third LAC station, two experienced officers are released for patrol duties.

Emergency video phones (EVPs) are a new alternative contact point for the public that is currently being trialed. An EVP comprises a booth with a telephone and video link to the Police Service's central communication room. Four EVPs are operating in the Sydney central business district. It is a joint initiative between the Police Service and the Sydney City Council.

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<sup>23</sup> Ibid

## **4. The Allocation of Staff to LACs**

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## 4.1 ‘Authorised Strength’

The recent history of authorised strength is illustrated by the following quotes from the COCOG’s review of resource management and the Royal Commission final report.

*The allocation of police officers to patrols is based on the traditional and rigid fixed establishment mechanism. As a result every patrol is allocated an ‘authorised strength’, which specifies the number of positions for general duties highway patrol, detectives etc.*<sup>24</sup>

The Royal Commission recommended:

*There be no return to the concept of authorised strength or any similar notion, and that the Police Commissioner be given authority and flexibility to determine matters of staffing structure and deployment to meet current needs and resources (para. 3.33).*<sup>25</sup>

In addition, the final report stated that:

*It [authorised strength] should not be revived under another guise.*<sup>26</sup>

and that:

*The emphasis on authorised strength has reduced the flexibility in resource allocation and slowed the process of civilianisation in the Police Service.*<sup>27</sup>

Such criticism led to the repeal of Section 9 of the *Police Service Act 1990* from 1 January 1997.

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<sup>24</sup> COCOG report, *NSW Police – Review of Resource Management*, p17

<sup>25</sup> Royal Commission into the NSW Police Service, *Final Report – Volume II: Reform*, p250

<sup>26</sup> *Ibid*, p246

<sup>27</sup> *Ibid*, p304



Section 9 had required:

*...the Treasurer, after obtaining a report from the Commissioner ... [to] ... determine ... the maximum number of police officers and administrative officers to be employed in the Police Service ... necessary for the effective, efficient and economic management ... of the Police Service ... The total number of police officers and administrative officers ... is not to exceed the maximum number so determined ....*

However, as indicated below, the audit found that authorised strength for police officers continues in practice.

## **4.2 The Resource Allocation Formula**

The allocation of the authorised number of sworn police officers is based on a Resource Allocation Formula (RAF).

The RAF operated from 1992 to 1997 and its software is currently under revision. The allocation of officers as part of the July 1997 restructure from patrols to local area commands was largely based on the RAF. At present, an interim system is used to assist with distributions of newly appointed police officers to those LACs with the highest need.

The authorised and actual strength of police officers in LACs is monitored day to day by the Police Service's Workforce Planning Unit. The funding for the overall authorised strength of police officers is treated by the Police Service as a protected amount and must therefore not be exceeded nor diverted to support civilian salaries.

The Workforce Planning Unit indicated that the ongoing application of resource allocation mechanisms has resulted in minimal variations across LACs between actual and assessed allocations.

The RAF considers a range of variables such as level of activity or workload (as indicated by the operational systems COPS and CIDS), population, work studies and surveys<sup>28</sup>, geographical and man-made barriers (lakes and bridges), and Government policy.

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<sup>28</sup> The last miscellaneous shift survey was undertaken in 1994 (eight LACs were sampled, 4 in the country and 4 in the city). The results indicated that a constable is available for an average of 3.41 shifts per week or 25.9 hours per week. This takes into consideration: leave, court time, training etc. This calculation is based on an 8 hr day and an average 38 hr week. A further result is that to fill one constable position 24 hours, 6 constables will need to be employed. (For a duty officer position it is 5, as they will have less court hours etc.)

The RAF is designed to identify total staffing needs and to distribute on the bases of objectivity and equity. An improved RAF might give additional consideration to socio-economic factors, crime victimisation surveys (help detect underlying demand) and seasonal trends such as tourism.

In addition, the information used to allocate officers to LACs is that available from current operational systems and therefore includes limited consideration of proactive policing but provides an allocation that must support both reactive and proactive policing.<sup>29</sup> The resource allocation formula has not been comprehensively reviewed since 1994.

Positions in the Police Service are designated police or administrative (civilian) with the funding managed through separate internal budgets. The number of police positions equates to an authorised strength and is the basis for Treasury funding. The internal practice of treating police officer salaries as a protected amount (to maintain the stated number of police officers) means that a police officer's position cannot be redesignated to an administrative position unless specific funding is sought for the civilian budget. There is no equivalent concept for civilian staff and funding for civilian numbers is managed with a greater degree of flexibility. Secondments between LACs provide authorised strength with a degree of flexibility.

In addition, the processes determining and allocating resources to LACs are not transparent to the public. This was also an observation of the Royal Commission:

*Research is required to determine the optimum level of police staffing and to determine whether the monies required to increase the street presence of police would be better utilised in training of existing officers or funding equipment and technology which would allow existing resources to work more efficiently.<sup>30</sup>*

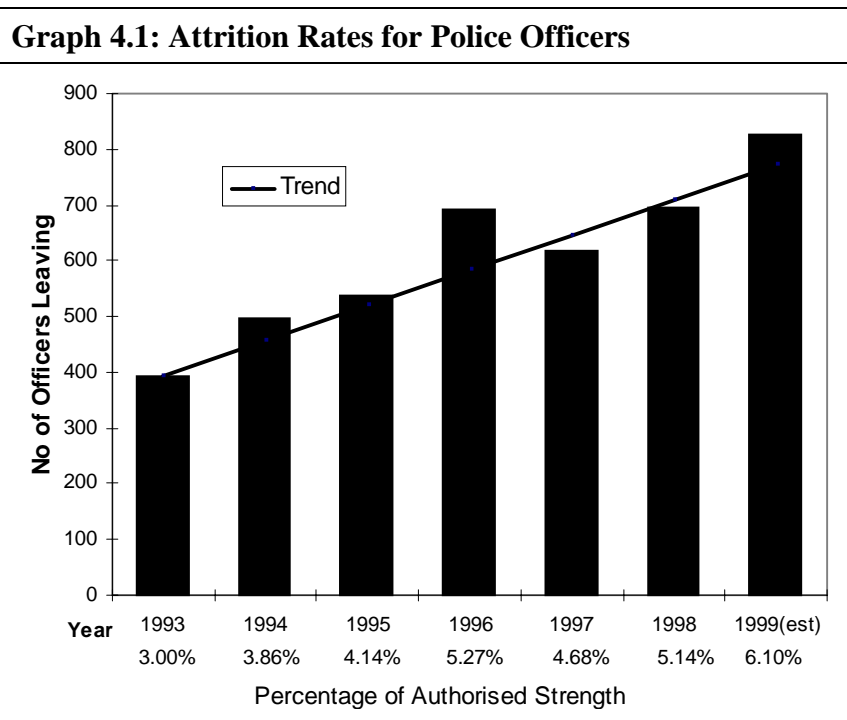
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<sup>29</sup> This was also a finding of the COCOG report, *NSW Police – Review of Resource Management*: “Authorised strength is a reactive resource allocation method, which results in human resources being allocated after the event. A proactive resource management process would involve forecasting demand trends and reallocating resources in readiness for shifts in service demand.” p17

<sup>30</sup> Op cit, p249

### 4.3 Police Officer Attrition

As indicated in the following graph, attrition rates for police officers are increasing.<sup>31</sup> Constables and sergeants comprise 90% of the attrition rates depicted below. During 1999 approximately sixty two constables and sergeants left the Police Service each month. Seventy five percent of this number is senior constables and sergeants who have a minimum of five years experience. The main reasons for leaving are resignation or medical discharge.



Source: Workforce Planning Unit

The increasing rate of attrition and a government commitment to increasing the numbers of police has two direct impacts. It places pressures on the Police Service's education system (both at the tertiary and the continuing on-the-job' education levels) to maintain throughput and quality, and constrain costs. Secondly, an increasing number of probationary constables puts greater pressure on supervision at LACs, especially general duties response policing. The audit observed that this pressure was more significant in the Sydney metropolitan area where there appeared greater numbers of probationary constables.

Two factors potentially contributing to this situation are the career structure and the organisational profile.

<sup>31</sup> The recent levels of sworn officer attrition are above the industry average.

In relation to career structure the Royal Commission recommended that:

*There be a move towards greater unity within the Service, in relation to pay and other conditions of employment together with the removal of disparities which currently exist. Desirably, the Service should work towards a single industrial and disciplinary system applicable to all its staff (para 3.258).<sup>32</sup>*

However, the recommendation has not been implemented and the two streams remain with limited attention in the structures for any specialist skilled based remuneration.

The authorised strength profile for the Police Service which is produced below indicates a very large cluster of 12,473 constables and sergeants. This ‘bubble’ indicates inherent limitations with career prospects beyond the rank of sergeant.

| Rank                                  | Funded Police Officer Positions (Authorised Strength) | Funded Police Officer Positions (Authorised Strength) |
|---------------------------------------|-------------------------------------------------------|-------------------------------------------------------|
|                                       | 1 July 1997                                           | 31 August 1999                                        |
| Commissioner                          | 1                                                     | 1                                                     |
| Deputy Commissioner                   | 2                                                     | 2                                                     |
| Assistant Commissioner                | 8                                                     | 1                                                     |
| Commander Region/Agencies             | 34                                                    | 21                                                    |
| Local Area Commander / Superintendent | 65                                                    | 117                                                   |
| Chief Inspector                       | 94                                                    | 33                                                    |
| Inspector                             | 328                                                   | 589                                                   |
| Senior Sergeant                       | 531                                                   | 217                                                   |
| Sergeant                              | 2,243                                                 | 2,695                                                 |
| Senior Constable }                    |                                                       |                                                       |
| Constable }                           | 9,901                                                 | 9,778                                                 |
| Probationary Constable }              |                                                       |                                                       |
| <b>Total</b>                          | <b>13,207</b>                                         | <b>13,454</b>                                         |

Source: Workforce Planning Unit

<sup>32</sup> Royal Commission into the NSW Police Service, *Final Report – Volume II: Reform*, p 305

## 4.4 Civilianisation

The civilianisation of designated police officer positions where the duties are non-operational and do not require the full powers of a constable is an important efficiency initiative. The cost of employing a civilian is approximately 30% less than that of an equivalent police officer.<sup>33</sup>

There is increasing recognition that civilians who are appropriately skilled and trained can undertake many positions currently occupied by police officers. This is supported by recent funding initiatives.

An Industry Consultative Group (ICG) whose membership includes Police Service and Police Association representatives is examining positions that can be civilianised.

The ICG's work is supported by the Statement of Intent between the Commissioner and the Police Association of 15 September 1997 which recognises the civilianisation of positions where the use of police powers and authority are not required, or where there is no other impediment such as a statutory provision. (see sections 4.18 and 4.19).

A recent report of the ICG recognises that skills required for rostering personnel include human and industrial relations, computing, police intelligence and personal communication. It also found that roster positions are generally filled from the ranks of general duties officers and are either sergeants or constables depending on availability and skills.

Officers in roster duties received little but on-the-job training and that the position has a high turnover and is filled on an ad hoc basis.<sup>34</sup> These factors could have an impact on the effective implementation of the new Smart Roster System.

In March 1999 a sub-committee of the ICG estimated that up to 880 positions were suitable for civilianisation. These include:

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<sup>33</sup> This was noted in COCOG report *NSW Police – Review of Resource Management* (p19) and remains a valid calculation.

<sup>34</sup> Industry Consultative Group sub-committee report of March 1999, p9

| <b>Table 4.2: Opportunities for Civilianisation</b>   |                                                           |
|-------------------------------------------------------|-----------------------------------------------------------|
| <b>Positions</b>                                      | <b>Equivalent Full Time (EFT) Officers to be Released</b> |
| Exhibits and Miscellaneous Property Officer positions | }                                                         |
| Roster Officer positions                              | } 219*                                                    |
| Intelligence Officer positions                        | <u>103</u>                                                |
|                                                       | 322                                                       |

\*Of these positions approximately 90 are filled by sworn officers on restricted duty or hurt-on-duty

Other positions identified as suitable for civilianisation included positions in human resources command, central information intelligence and processing and scene of crime forensic technicians.

The ICG is also to consider the transfer of sworn officers to positions as a civilian or unsworn officer. This will include examination of the ability of officers to retain membership of the Police Superannuation Fund.

#### **4.5 Budget Initiatives**

In 1999-2000 a civilianisation program commenced that is to reach \$17.5m in recurrent funding in its fourth year. It is to release 470 police positions and replace them with 350 civilian positions. The Police Commissioner has been given significant discretion in deciding what positions will be civilianised.

Previous year recurrent budget provision has included:

- in 1998-99, funding for the upgrade and restructure of the “000” emergency communication system incorporated funds for civilian positions to release fifty three police officers
- in 1994-95, \$2.9m for one hundred general support officers to release police officers from counter and clerical duties.

In addition, the full implementation of PAL and the partial transfer of prisoner and court security functions to the Department of Corrective Services will release police officers.

## 4.6 Police Assistance Line (PAL)

The Police Service estimates that at least 500 police officers will be released through the full implementation of PAL.

PAL provides members of the public with a telephone point of contact for the reporting and processing of minor crimes and incidents. PAL is delivered through call centres that are staffed by civilians and supervised by police officers. Thus, police officers are released from dealing with calls at police stations. Annual recurrent funding for the next three years is \$18.7m.

The Audit Office has concerns about the successful achievement of the savings and the method used to measure productivity gains.

It appears likely that the estimate of savings, based on experience in large metropolitan LACs, will not be realised in the smaller regional based LACs. In addition, there has been a lack of a robust measurement methodology and the absence of comprehensive plans and strategies to achieve the savings.<sup>35</sup>

The above concern about the implementation and measurement of PAL savings is also relevant to other civilianisation initiatives and their achievements. An internal review of their implementation and realised benefits (for example, the number of police released) is warranted.

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<sup>35</sup> A similar finding was also made in The Audit Office's performance audit report *Police Response to Calls for Assistance*. In particular, the benefits versus costs and the lack of an integrated strategy (see pp 54, 55).

## **5. Alignment of Activities with Strategies**

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## 5.1 The Measurement of Strategic Directions

The complex nature of crime types and the measurement of police activities against outcome indicators (over which the Police Service has limited control) are likely to produce variable and frequently inconclusive results. For example:

- commanders in growth areas may experience increased levels of crime independent of their efforts
- special operations may result in increased numbers of recorded incidents over the period of the tasking but be inconclusive in the longer term
- drug detection may increase but the price of drugs decrease and the purity increase.<sup>36</sup>

On the other hand, the current emphasis on crime reduction and the targeting and arrest of drug offenders can influence, and reduce, the levels of property crime within a LAC's boundaries.

In the face of this complexity, a focus on the measurement and management of the means or outputs that influence the achievement of the broader corporate outcomes is more tangible and appealing.

The Police Service's current objective of ethical cost effective crime reduction and the focus on reducing the levels of the top 5 crime indexes to 1996 levels (and below) is an example of this approach.

The Police Service's approach supports the achievement of its 1998-2001 Corporate Plan's key priority of crime reduction but provides less support for the other three key corporate priorities:

- rationalised and improved work practices and systems
- employee job satisfaction and motivation
- public satisfaction and police responsiveness.

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<sup>36</sup> The Royal Commission into the NSW Police Service also found that there is a direct causal link between increased police activity and reductions in crime is difficult to prove (see *Final Report, Volume II: Reform*, pp 247-249).

However, it must be recognised that the achievement of crime reduction does rely on associated changes to work practices and improved levels of satisfaction.

Accordingly, LAC business plans emphasise crime reduction in the 5 crime indexes and include limited focus on other initiatives tailored to the local environment and the other corporate objectives.

Nonetheless, the focus on the 5 crime types through the Operations and Crime Reviews staged by the Reform Co-ordination Unit is a powerful means of focussing LAC activities.

For example, current index trends for arrests related to drug detection and street crimes are on the increase, and current index trends for stolen motor vehicles and break and enter are at or near to 1996 levels; however, current index trends for robbery and assault are higher than 1996 figures.<sup>37</sup>

As outlined in earlier chapters, the existing data collection processes support largely a reactive policing perspective and do not yet support the recording and assessment of many proactive policing activities.

The emphasis and the inability of systems to record times and costs involved results in limited focus on the efficient use of resources at LACs. However, the proposed development of activity based measurement systems should support a better understanding of how resources are being applied, the costs of outputs and options for improved service delivery.<sup>38</sup>

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<sup>37</sup> Australian Bureau of Statistics figures of June 1999 also indicate that the growth in violent crime in NSW has slowed down over the past two years.

<sup>38</sup> See *Chapter 2* section on *Activity Based Management*

## Appendices

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## **Appendix 1: About the Audit**

**Audit Objectives** The objective of the audit was to form an opinion on the efficiency and effectiveness of staff rostering, tasking and allocation systems and practices at Local Area Commands (LACs) within the NSW Police Service.

**Scope** This was achieved through a review of practices at LACs within the greater metropolitan area and the review of relevant corporate systems and directions. The audit focused on the impact of rostering, tasking and allocation on proactive policing activities at LACs. The review of new systems was limited to their intended impact on the measurement and management of staff deployed to proactive policing.

**Criteria** The following broad audit criteria were applied to the evaluation of police activities:

- integrated management systems capture data to support staff rostering and tasking, and provide information to managers to measure the deployment of staff
- rostering and tasking are based on flexible work practices
- staff rosters and tasks are established using timely, 'intelligence' based data and analysis
- roster and task systems and practices, and staff allocation mechanisms support local and corporate strategies.

The audit evidence was collected around these criteria and they form the basis for the structure of the report.

The audit was undertaken pursuant to the Public Finance and Audit Act 1983 and in compliance with the Australian Auditing Standards.

**Field Work** The audit visited seven LACs in the greater metropolitan area and held discussions with 3 Region Commands.

A range of areas in Head Office was consulted including Audit and Evaluation, Reform Co-ordination Unit, Information Technology and Human Resources.

The audit team gratefully acknowledges the co-operation and assistance provided by the personnel of the numerous units and LACs.

**The Cost of the Audit**

|                            |                |
|----------------------------|----------------|
| Direct salary costs        | 150,542        |
| Overhead charges           | 44,196         |
| Value of unpaid staff time | 12,824         |
| Printing (estimate)        | 6,000          |
| Other costs                | 295            |
| <b>Total</b>               | <b>213,857</b> |

Included in the above total cost is an amount of \$61,294 relating to a scoping/preliminary study of rostering practices across a number of agencies.

## **Appendix 2: A Sample of a Roster**

The following details are a sample taken from an actual finalised Level 1 (metropolitan) LAC roster covering over two hundred staff (including attached staff).

Rosters for each section in the LAC are generated within the sections themselves, except for the general duties rosters.

General duties rosters follow a pattern (refer to Chapter 3) over a cycle that repeats itself over a period of thirty weeks. The effect of the pattern is to provide the same level of general duties staffing at all times except for:

- reductions due to staff not being available
- increases due to 'spare shifts' team staff being allocated to build up the roster at certain times.

General duties rosters manage groups of approximately one hundred staff broken into five near equal teams. While the standard shift pattern is adhered to (which facilitates the manual rostering of such a large group) there is little opportunity for flexibility past that required ensuring minimum staffing be met.

| Activity Name /  | Sun                                                                                                                                                         | Mon | Tue | Wed      | Thu    | Fri            | Sat        | Sun | Mon   | Tue      | Wed   | Thu      | Fri      | Sat    |
|------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|-----|-----|----------|--------|----------------|------------|-----|-------|----------|-------|----------|----------|--------|
| <b>GD Team 1</b> | (An example of part of one of 5 Teams working on the basis of 19 x 12 hour shifts per 6 weeks, unless shorter shifts are required by training, Courts, etc) |     |     |          |        |                |            |     |       |          |       |          |          |        |
| Duty Officer 1   |                                                                                                                                                             | D   | D   | N        | N      |                |            |     |       | D        |       | D        | Training | N      |
| Sergeant 1       | Long Term Sick                                                                                                                                              |     |     |          |        | Long Term Sick |            |     |       |          |       |          |          |        |
| Sergeant 2       |                                                                                                                                                             |     | D   | N        | N      |                |            |     |       | Training |       | D        | D        | N      |
| Sergeant 3       |                                                                                                                                                             | D   | D   | Training |        |                |            |     |       |          | D     | D        | D        | N      |
| Sergeant 4       | On Loan to Crime Management Unit                                                                                                                            |     |     |          |        |                |            |     |       |          |       |          |          |        |
| Constable 1      | On Loan – See Station Manager Roster                                                                                                                        |     |     |          |        |                |            |     |       |          |       |          |          |        |
| Constable 2      | Long Term Sick                                                                                                                                              |     |     |          |        | Long Term Sick |            |     |       |          |       |          |          |        |
| Constable 3      | Long Term Sick                                                                                                                                              |     |     |          |        | Long Term Sick |            |     |       |          |       |          |          |        |
| Constable 4      | N                                                                                                                                                           |     |     |          |        |                | Exam Leave |     |       | N        |       |          |          |        |
| Constable 5      |                                                                                                                                                             | D   | D   | N        | N      |                |            |     |       |          |       |          | D        | N      |
| Constable 6      | On Loan – See Transit Police Roster                                                                                                                         |     |     |          |        |                |            |     |       |          |       |          |          |        |
| Constable 7      |                                                                                                                                                             |     |     |          |        |                |            |     | Court |          |       | D        | D        | N      |
| Constable 8      |                                                                                                                                                             | D   | D   | N        | N      |                |            |     |       |          | D     | D        | D        | 3.30pm |
| Constable 9      |                                                                                                                                                             |     | D   | D        | PT     |                |            |     |       |          |       | Training |          | N      |
| Constable 10     |                                                                                                                                                             | D   | D   | 3.30pm   | 3.30pm |                |            |     |       |          |       | D        | D        | N      |
| Constable 11     |                                                                                                                                                             | D   | D   | N        | N      |                |            |     |       |          | Court | 12md     | 3.30pm   | 5pm    |

Key::  = not at duty

D,N = Day, Night 12 hour shift commencing at 7am, 7pm

Training = Training course with start time and shift duration to be individually notified

12md, 3.30pm, 5pm = 8 hour shift start time                      Court: 8 hour shift commencing at 8.30 am

Section rosters, other than general duties, are on a two-week cycle but the pattern may vary at the discretion of section management to reflect the known future absences, operational needs and the personal needs and capacities of members of the section. Subject generally to the desire of staff not to work short shifts, the roster reflects the level of flexibility negotiated by section managers.

| Activity Name /         | Sun                               | Mon  | Tue  | Wed  | Thu      | Fri  | Sat  | Sun  | Mon  | Tue  | Wed      | Thu  | Fri  | Sat  |
|-------------------------|-----------------------------------|------|------|------|----------|------|------|------|------|------|----------|------|------|------|
| <b>Exhibits</b>         | (4 x 9.5 hour shifts per week)    |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Sergeant A              |                                   |      | 7 am | 7 am | 7 am     | 7 am |      |      |      | 7 am | 7 am     | 7 am | 7 am |      |
| Constable B             |                                   | 6 am | 6 am | 6 am | 6 am     |      |      |      | 6 am | 6 am | 6 am     | 6 am |      |      |
| <b>Education</b>        | (4 x 9.5 hour shifts per week)    |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Sergeant C              |                                   |      |      |      |          |      |      |      | 7 am | 7 am | 7 am     | 7 am |      |      |
| Constable D             |                                   | 7 am | 7 am | 6 am | 7 am     |      |      |      | 7 am | 7 am | 6 am     | 7 am |      |      |
| <b>Human Resources</b>  | (4 x 9.5 hour shifts per week)    |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable E             |                                   | 8 am |      | 8 am | 8 am     | 8 am |      |      | 8 am |      | 8 am     | 8 am | 8 am |      |
| Constable F             |                                   | 8 am | 8 am | 8 am | 8 am     |      |      |      | 8 am | 8 am | 8 am     | 8 am |      |      |
| <b>Warrant/ Summons</b> |                                   |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable G             |                                   | 3 pm |      | 7 am | 7 am     |      |      |      | 3 pm |      | 7 am     | 7 am | 7 am |      |
| <b>Station Manager</b>  | (5 x 7.6 hours per week)          |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable H             |                                   |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable I             |                                   | 8 am | 8 am | 8 am | 8 am     | 8 am |      |      | 8 am | 8 am | 8 am     | 8 am | 8 am |      |
| <b>Highway Patrol</b>   | (9 x 8 hour shifts per fortnight) |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable I             | 8 am                              | 7 am |      |      | 7 am     | 7 am | 7 am | 7 am | 7 am |      |          |      | 7 pm | 7 pm |
| Constable J             |                                   | 7 am | 7 am | 7 am |          |      | 7 am | 3 pm | 8 am | 3 pm | 3 pm     | 3 pm |      |      |
| Constable K             | 3 pm                              | 8 am |      |      | 7 am     | 7 am | 7 am |      |      |      | Training |      |      |      |
| Constable L             | 3 pm                              | 3 pm | 3 pm |      | Training |      |      |      |      | 8 am | 8 am     | 8 am | 8 am | 8 am |
| Constable M             |                                   |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable N             |                                   |      |      |      |          |      |      |      |      |      |          |      | 7 pm | 7 pm |
| Constable O             | On Loan to Target Arrest group    |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable P             |                                   |      | 3 pm | 8 am | 3 pm     | 4 pm | 3 pm | 8 am |      |      | 7 am     | 7 am | 7 am |      |
| <b>Traffic Services</b> | (9 x 8 hour shifts per fortnight) |      |      |      |          |      |      |      |      |      |          |      |      |      |
| Constable Q             |                                   | 7 am | 7 am | 7 am | 2 pm     |      | 9 am |      | 8 am | 2 pm | 8 am     | 2 pm |      |      |

Key::  = not at duty

Training = Training course with start time and shift duration to be individually notified

7am, 3pm, etc = 8 hour shift start time



As indicated below, detectives generally worked eight-hour shifts and it was observed that there was an increasing a trend to two shifts on some days. It is generally regarded that detectives at LACs undertake mostly reactive, investigatory work. Despite improved case management practices,<sup>39</sup> it appeared that heavy caseloads restrict detectives' ability to undertake discretionary proactive work.

| Activity / Name           | Sun                                                            | Mon           | Tue  | Wed     | Thu     | Fri      | Sat  | Sun  | Mon      | Tue     | Wed   | Thu  | Fri  | Sat  |  |
|---------------------------|----------------------------------------------------------------|---------------|------|---------|---------|----------|------|------|----------|---------|-------|------|------|------|--|
| <b>Transit Unit</b>       | (8 x 9.5 hour shifts per fortnight)                            |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| Sergeant R                | 12md                                                           | 6 am          | 6 am | 6 am    | 6 am    |          |      |      |          |         |       | 1 pm | 7 am | 6 am |  |
| Constable S               |                                                                | 7 am          | 7 am | R2      | 7 am    |          |      |      | 7 am     | 7 am    |       | 1 pm | 4 pm | 4 pm |  |
| Constable T               |                                                                |               |      | 7 am    | 7 am    | 4 pm     | 4 pm |      | Training |         | 12 md |      | 7 am |      |  |
| <b>Detectives</b>         | (Nominally 9 x 8 hour shifts per fortnight)                    |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| Crime Manager             |                                                                | (Unspecified) |      |         |         |          |      |      |          |         |       |      |      |      |  |
| D/Sergeant 1              |                                                                | 8 am          | 8 am | 3 pm    | 8 am    | 8 am     |      |      | 8 am     | 8 am    | 8 am  |      |      |      |  |
| D/Sergeant 2              | Acting as a Duty Officer                                       |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| D/Sergeant 3              |                                                                | 8 am          | 8 am |         | 8 am    | 8 am     | 3 pm | 2 pm | 8 am     | 8 am    | 8 am  |      |      |      |  |
| D/Constable 1             |                                                                |               |      |         |         |          |      |      | 8 am     | 8 am    | 8 am  |      |      |      |  |
| D/Constable 2             | 8 am                                                           | 8 am          | 8 am | 8 am    | 8 am    |          |      |      |          |         | 8 am  | 8 am | 8 am | 8 am |  |
| <b>TAG</b>                | (TAG: Target Arrest Group – 8 x 9.5 hour shifts per fortnight) |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| Sergeant 5                |                                                                |               |      |         |         |          |      |      | 7 am     | 7 am    | 7 am  | 3 pm |      |      |  |
| Constable 12              |                                                                | 7 am          | 3 pm | 3 pm    |         | 6 pm     | 6 pm |      |          | 2 pm    | 12mid | 7 am |      |      |  |
| D/Constable 3             |                                                                |               |      | 7 am    | 7 am    | Training |      |      |          | 7 am    | 7 am  | 3 pm | 6 pm | 6 pm |  |
| <b>Crime Management</b>   | (4 x 9.5 hour shifts per week)                                 |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| Crime Coordinator         |                                                                |               | 6 am | 8 am    | 6 am    | 8 am     |      |      |          | 6 am    | 8 am  | 6 am | 8 am |      |  |
| Info Mgt & Analysis       |                                                                | 8 am          | 8 am | 8 am    | 8 am    |          |      |      | 8 am     | 8 am    | 8 am  | 8 am |      |      |  |
| <b>Field Intelligence</b> |                                                                |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| Constable 13              |                                                                |               | 7 am | 8 am    | 2 pm    | 1 pm     | 6 pm |      |          | 2 pm    | 8 am  | 2 pm |      |      |  |
| <b>Community Liaison</b>  | (4 x 9.5 hours per week)                                       |               |      |         |         |          |      |      |          |         |       |      |      |      |  |
| Constable 14              |                                                                |               | 7 am | 10 am   | 7 am    | 7 am     |      |      | 7 am     | 9 am    | 7 am  | 7 am |      |      |  |
| Constable 15              | R1                                                             | 6.30 am       |      | 6.30 am | 6.30 am | 6.30 am  |      |      | 6.30 am  | 6.30 am |       |      | 4 pm | 6 pm |  |

Key:  = not at duty

Training = Training course with start time and shift duration to be individually notified

12md, 3pm, 8am, etc = shift start time

<sup>39</sup> These include:

- cases assessed when raised against criteria as significance, limitations of evidence, alignment with LAC business planning priorities, inability to match with other incidents/events
- filing of cases after 3 days where limited investigation has not warranted further investigation
- advise to victims of crime that case would not be pursued, except where further evidence arises.

### **Appendix 3: Checklist for Review of Proactive Management Practices at Local Area Commands**

During the audit, observations were made relating to better practices and proactive policing. These have been collated below as a guide for LAC management in a checklist format.

#### **Definition**

Is a definition of proactive policing established and applied at the LAC? Is it consistently recognised and applied across the LAC? Is it comparable to definitions used at other LACs?

#### **Strategic Fit**

Does the LAC business planning support the measurement and performance assessment of proactive policing?

Are proactive policing plans clearly supported by targets? Do these support the crime prevention strategies aligned to the corporate plan?

Does the business plan provide balanced support for both shorter and longer-term proactive policing objectives?

Does the LAC business strategy give recognition to the place of effective and flexible rostering and tasking in achieving proactive targets?

Do crime prevention/proactive strategies include partnerships with community and interest groups? Is their performance measured, monitored and reported?

Do all functional areas produce regular reports inclusive of the details of progress against proactive targets? Is LAC proactive policing practices aligned with best practice within the Police Service?

Is the LAC maximising use of initiatives such as PAL and volunteers in policing, and measuring their impacts on proactive policing?

**Systems**

Do corporate or local systems support the recording and assessment of all significant proactive policing activities?

Is maximum use made of operational systems (COPS & CIDS) to maximise the recording of proactive policing duties? Are any complementary local systems efficient and effective?

Is use made of the case management system to manage on-going, or short lived, functions, projects or operations which may not be directly link to specific COPS incidents?

Does a LAC information technology plan, or equivalent, address on-going improvements to roster and tasking systems?

Is there continuous review of administrative and systems processing burdens placed on police officers? Are solutions pursued and resolved at the local or corporate levels?

**Intelligence**

Do the Crime Manager and Crime Coordinator (Crime Management Unit) have clearly defined roles and responsibilities for intelligence management?

Are tasked activities clearly specified, with obvious expectations?

Do tasking sheets record sufficient data to allow meaningful evaluation? (For example, nature of task, times involved, location, result.)

Are completed tasking sheets evaluated via computer based analysis?

Does the intelligence system include the integration of offender profiles and a means of monitoring bail, parole, and first issue warrants and release from goal information?

Do CMU processes monitor the level of supervision and review to ensure that all officers are effectively and meaningfully tasked?

Is the quality and effectiveness of information reports maintained by feedback to the contributing officer/s?

**Rostering and  
Tasking Practices**

Does the roster evidence the flexible deployment of staff?

Is the roster officer appropriately skilled in personnel matters, computing, police intelligence and personal communication?

Does the management of the First Response Agreement optimise the number of officers available for proactive duties and maximise the proactive use of general duties officers through tasking?

Is there frequent tasking of all police officers across functional areas, for example to special operations or criminal investigations, to promote skills development and improve service delivery? Are these officers provided with reference to skilled mentors or peers?

Are consultative practices established that are acceptable to staff to support variations in shift patterns?

Rostering and tasking practices also include consideration of:

- periodic review of rosters controlled by functional areas
- patterns of absenteeism and officer welfare issues
- support the on-the-job skills development of officers
- corruption prevention
- trends in salary budgets, including award and overtime costs

Is information from the rosters and tasking systems supporting a LAC focus on linking employee inputs to outputs?

Does the performance assessment of all officers include reference to their contribution to proactive policing?

# **Performance Audits by The Audit Office of New South Wales**

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## Performance Auditing

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Performance audits seek to serve the interests of the Parliament, the people of New South Wales and public sector managers.

The legislative basis for performance audits is contained within the *Public Finance and Audit Act 1983, Division 2A*, which differentiates such work from the Office's financial statements audit function. Performance audits examine whether an authority is carrying out its activities effectively and doing so economically and efficiently and in compliance with all relevant laws. These audits also evaluate whether members of Parliament and the public are provided with appropriate accountability information in respect of those activities.

Performance audits are not entitled to question the merits of policy objectives of the Government.

When undertaking performance audits, auditors can look either at results, to determine whether value for money is actually achieved, or at management processes, to determine whether those

processes should ensure that value is received and that required standards of probity and accountability have been met. A mixture of such approaches is common.

Where appropriate, performance audits provide recommendations for improvements in public administration.

Performance audits are conducted by specialist performance auditors who are drawn from a wide range of professional disciplines.

The procedures followed in the conduct of performance audits comply with The Audit Office's Performance Audit Manual which incorporates the requirements of Australian Audit Standards *AUS 806 and 808*.

Our performance audit services are certified under international quality standard *ISO 9001*, and accordingly our quality management system is subject to regular independent verification. The Audit Office of NSW was the first public audit office in the world to achieve formal certification to this standard.

## Performance Audit Reports

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| No. | Agency or Issue Examined                                                                       | Title of Performance Audit Report or Publication                                                                                                               | Date Tabled in Parliament or Published |
|-----|------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|
| 1   | Department of Housing                                                                          | <i>Public Housing Construction: Selected Management Matters</i>                                                                                                | 5 December 1991                        |
| 2   | Police Service, Department of Corrective Services, Ambulance Service, Fire Brigades and Others | <i>Training and Development for the State's Disciplined Services: Stream 1 - Training Facilities</i>                                                           | 24 September 1992                      |
| 3   | Public Servant Housing                                                                         | <i>Rental and Management Aspects of Public Servant Housing</i>                                                                                                 | 28 September 1992                      |
| 4   | Police Service                                                                                 | <i>Air Travel Arrangements</i>                                                                                                                                 | 8 December 1992                        |
| 5   | Fraud Control                                                                                  | <i>Fraud Control Strategies</i>                                                                                                                                | 15 June 1993                           |
| 6   | HomeFund Program                                                                               | <i>The Special Audit of the HomeFund Program</i>                                                                                                               | 17 September 1993                      |
| 7   | State Rail Authority                                                                           | <i>Countrylink: A Review of Costs, Fare Levels, Concession Fares and CSO Arrangements</i>                                                                      | 10 December 1993                       |
| 8   | Ambulance Service, Fire Brigades                                                               | <i>Training and Development for the State's Disciplined Services: Stream 2 - Skills Maintenance Training</i>                                                   | 13 December 1993                       |
| 9   | Fraud Control                                                                                  | <i>Fraud Control: Developing an Effective Strategy</i><br>(Better Practice Guide jointly published with the Office of Public Management, Premier's Department) | 30 March 1994                          |
| 10  | Aboriginal Land Council                                                                        | <i>Statutory Investments and Business Enterprises</i>                                                                                                          | 31 August 1994                         |
| 11  | Aboriginal Land Claims                                                                         | <i>Aboriginal Land Claims</i>                                                                                                                                  | 31 August 1994                         |
| 12  | Children's Services                                                                            | <i>Preschool and Long Day Care</i>                                                                                                                             | 10 October 1994                        |
| 13  | Roads and Traffic Authority                                                                    | <i>Private Participation in the Provision of Public Infrastructure</i><br>(Accounting Treatments; Sydney Harbour Tunnel; M4 Tollway; M5 Tollway)               | 17 October 1994                        |
| 14  | Sydney Olympics 2000                                                                           | <i>Review of Estimates</i>                                                                                                                                     | 18 November 1994                       |
| 15  | State Bank                                                                                     | <i>Special Audit Report: Proposed Sale of the State Bank of New South Wales</i>                                                                                | 13 January 1995                        |
| 16  | Roads and Traffic Authority                                                                    | <i>The M2 Motorway</i>                                                                                                                                         | 31 January 1995                        |
| 17  | Department of Courts Administration                                                            | <i>Management of the Courts: A Preliminary Report</i>                                                                                                          | 5 April 1995                           |

| No. | Agency or Issue Examined                 | Title of Performance Audit Report or Publication                                                              | Date Tabled in Parliament or Published |
|-----|------------------------------------------|---------------------------------------------------------------------------------------------------------------|----------------------------------------|
| 18  | Joint Operations in the Education Sector | <i>A Review of Establishment, Management and Effectiveness Issues (including a Guide to Better Practice)</i>  | 13 September 1995                      |
| 19  | Department of School Education           | <i>Effective Utilisation of School Facilities</i>                                                             | 29 September 1995                      |
| 20  | Luna Park                                | <i>Luna Park</i>                                                                                              | 12 October 1995                        |
| 21  | Government Advertising                   | <i>Government Advertising</i>                                                                                 | 23 November 1995                       |
| 22  | Performance Auditing In NSW              | <i>Implementation of Recommendations; and Improving Follow-Up Mechanisms</i>                                  | 6 December 1995                        |
| 23  | Ethnic Affairs Commission                | <i>Administration of Grants (including a Guide To Better Practice)</i>                                        | 7 December 1995                        |
| 24  | Department of Health                     | <i>Same Day Admissions</i>                                                                                    | 12 December 1995                       |
| 25  | Environment Protection Authority         | <i>Management and Regulation of Contaminated Sites: A Preliminary Report</i>                                  | 18 December 1995                       |
| 26  | State Rail Authority of NSW              | <i>Internal Control</i>                                                                                       | 14 May 1996                            |
| 27  | Building Services Corporation            | <i>Inquiry into Outstanding Grievances</i>                                                                    | 9 August 1996                          |
| 28  | Newcastle Port Corporation               | <i>Protected Disclosure</i>                                                                                   | 19 September 1996                      |
| 29  | Ambulance Service of New South Wales     | <i>Charging and Revenue Collection (including a Guide to Better Practice in Debtors Administration)</i>       | 26 September 1996                      |
| 30  | Department of Public Works and Services  | <i>Sale of the State Office Block</i>                                                                         | 17 October 1996                        |
| 31  | State Rail Authority                     | <i>Tangara Contract Finalisation</i>                                                                          | 19 November 1996                       |
| 32  | NSW Fire Brigades                        | <i>Fire Prevention</i>                                                                                        | 5 December 1996                        |
| 33  | State Rail                               | <i>Accountability and Internal Review Arrangements at State Rail</i>                                          | 19 December 1996                       |
| 34  | Corporate Credit Cards                   | <i>The Corporate Credit Card (including Guidelines for the Internal Control of the Corporate Credit Card)</i> | 23 January 1997                        |
| 35  | NSW Health Department                    | <i>Medical Specialists: Rights of Private Practice Arrangements</i>                                           | 12 March 1997                          |
| 36  | NSW Agriculture                          | <i>Review of NSW Agriculture</i>                                                                              | 27 March 1997                          |
| 37  | Redundancy Arrangements                  | <i>Redundancy Arrangements</i>                                                                                | 17 April 1997                          |
| 38  | NSW Health Department                    | <i>Immunisation in New South Wales</i>                                                                        | 12 June 1997                           |
| 39  | Corporate Governance                     | <i>Corporate Governance Volume 1 : In Principle Volume 2 : In Practice</i>                                    | 17 June 1997                           |



| <b>No.</b> | <b>Agency or Issue Examined</b>                                                  | <b>Title of Performance Audit Report or Publication</b>                                                                                 | <b>Date Tabled in Parliament or Published</b> |
|------------|----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------|
| 40         | Department of Community Services and Ageing and Disability Department            | <i>Large Residential Centres for People with a Disability in New South Wales</i>                                                        | 26 June 1997                                  |
| 41         | The Law Society Council of NSW, the Bar Council, the Legal Services Commissioner | <i>A Review of Activities Funded by the Statutory Interest Account</i>                                                                  | 30 June 1997                                  |
| 42         | Roads and Traffic Authority                                                      | <i>Review of Eastern Distributor</i>                                                                                                    | 31 July 1997                                  |
| 43         | Department of Public Works and Services                                          | <i>1999-2000 Millennium Date Rollover: Preparedness of the NSW Public Sector</i>                                                        | 8 December 1997                               |
| 44         | Sydney Showground, Moore Park Trust                                              | <i>Lease to Fox Studios Australia</i>                                                                                                   | 8 December 1997                               |
| 45         | Department of Public Works and Services                                          | <i>Government Office Accommodation</i>                                                                                                  | 11 December 1997                              |
| 46         | Department of Housing                                                            | <i>Redevelopment Proposal for East Fairfield (Villawood) Estate</i>                                                                     | 29 January 1998                               |
| 47         | NSW Police Service                                                               | <i>Police Response to Calls for Assistance</i>                                                                                          | 10 March 1998                                 |
| 48         | Fraud Control                                                                    | <i>Status Report on the Implementation of Fraud Control Strategies</i>                                                                  | 25 March 1998                                 |
| 49         | Corporate Governance                                                             | <i>On Board: guide to better practice for public sector governing and advisory boards (jointly published with Premier's Department)</i> | 7 April 1998                                  |
| 50         | Casino Surveillance                                                              | <i>Casino Surveillance as undertaken by the Director of Casino Surveillance and the Casino Control Authority</i>                        | 10 June 1998                                  |
| 51         | Office of State Revenue                                                          | <i>The Levying and Collection of Land Tax</i>                                                                                           | 5 August 1998                                 |
| 52         | NSW Public Sector                                                                | <i>Management of Sickness Absence NSW Public Sector<br/>Volume 1: Executive Briefing<br/>Volume 2: The Survey - Detailed Findings</i>   | 27 August 1998                                |
| 53         | NSW Police Service                                                               | <i>Police Response to Fraud</i>                                                                                                         | 14 October 1998                               |
| 54         | Hospital Emergency Departments                                                   | <i>Planning Statewide Services</i>                                                                                                      | 21 October 1998                               |
| 55         | NSW Public Sector                                                                | <i>Follow-up of Performance Audits: 1995 - 1997</i>                                                                                     | 17 November 1998                              |
| 56         | NSW Health                                                                       | <i>Management of Research: Infrastructure Grants Program - A Case Study</i>                                                             | 25 November 1998                              |
| 57         | Rural Fire Service                                                               | <i>The Coordination of Bushfire Fighting Activities</i>                                                                                 | 2 December 1998                               |

| No. | Agency or Issue Examined                                               | Title of Performance Audit Report or Publication                                                                                                                                                                         | Date Tabled in Parliament or Published |
|-----|------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|
| 58  | Walsh Bay                                                              | <i>Review of Walsh Bay</i>                                                                                                                                                                                               | 17 December 1998                       |
| 59  | NSW Senior Executive Service                                           | <i>Professionalism and Integrity</i><br><i>Volume One: Summary and Research Report</i><br><i>Volume Two: Literature Review and Survey Findings</i>                                                                       | 17 December 1998                       |
| 60  | Department of State and Regional Development                           | <i>Provision of Industry Assistance</i>                                                                                                                                                                                  | 21 December 1998                       |
| 61  | The Treasury                                                           | <i>Sale of the TAB</i>                                                                                                                                                                                                   | 23 December 1998                       |
| 62  | The Sydney 2000 Olympic and Paralympic Games                           | <i>Review of Estimates</i>                                                                                                                                                                                               | 14 January 1999                        |
| 63  | Department of Education and Training                                   | <i>The School Accountability and Improvement Model</i>                                                                                                                                                                   | 12 May 1999                            |
| 64  | Key Performance Indicators                                             | <ul style="list-style-type: none"> <li>• <i>Government-wide Framework</i></li> <li>• <i>Defining and Measuring Performance (Better practice Principles)</i></li> <li>• <i>Legal Aid Commission Case Study</i></li> </ul> | 31 August 1999                         |
| 65  | Attorney General's Department                                          | <i>Management of Court Waiting Times</i>                                                                                                                                                                                 | 3 September 1999                       |
| 66  | Office of the Protective Commissioner<br>Office of the Public Guardian | <i>Complaints and Review Processes</i>                                                                                                                                                                                   | 28 September 1999                      |
| 67  | University of Western Sydney                                           | <i>Administrative Arrangements</i>                                                                                                                                                                                       | 17 November 1999                       |
| 68  | NSW Police Service                                                     | <i>Enforcement of Street Parking</i>                                                                                                                                                                                     | 24 November 1999                       |
| 69  | Roads and Traffic Authority of NSW                                     | <i>Planning for Road Maintenance</i>                                                                                                                                                                                     | 1 December 1999                        |
| 70  | NSW Police Service                                                     | <i>Staff, Rostering, Tasking and Allocation</i>                                                                                                                                                                          | January 2000                           |



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