The Police Assistance Line
Follow-up of 2003 Performance Audit


Peter Achterstraat
Auditor-General
Sydney
December 2006
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Foreword

Contact centres are increasingly used by the private sector and government organisations for interacting with the public.

Such centres enable standardised processing, better matching of staffing levels to contacts, and monitoring of service quality.

On average the Police Assistance Line (PAL) answers around 1,300 calls and takes around 650 reports of minor crime and non-urgent incidents a day, which it records directly onto the NSW Police crime database. Contact centre operators provide information to local Police to assist their response to these crimes. The PAL work is primarily designed to release police for frontline duties.

Periodically, we review the extent to which agency performance and practice have changed since we conducted an audit. We audited the Police Assistance Line in 2003, and this follow-up audit answers two key questions:

- Is the PAL (131444) now performing better?
- Is the contact centre which operates the PAL now better managed?

I hope that this report is useful to NSW Police and other government contact centre managers in assisting performance improvement and thereby enhancing satisfaction with the services provided.

Peter Achterstraat
Auditor-General

December 2006
Executive summary
Executive summary

The Police Assistance Line (PAL) is available 24-hours a day, seven days a week for reporting minor crimes and non-urgent incidents. It is operated by a contact centre with sites at Tuggerah and Lithgow. The centre took 487,000 PAL calls in 2005-06.

The primary objective of the PAL is to maximise police presence on the street by providing the community with an alternative point of contact. The PAL was also intended to deliver caller benefits through more convenient and speedy access to police, and accurate and consistent policing advice.

This follow-up audit examines the progress NSW Police has made in addressing the key findings and implementing recommendations of our 2003 audit.

Since our last audit, the contact centre which operates the PAL has also taken on responsibility for the Police switchboard and around 70 per cent of Triple Zero (000) calls. Whilst outside the scope of this audit, this represents a significant expansion of the contact centre’s role. NSW Police reports that the transfer of Triple Zero has led to cost savings and improved performance for time taken to answer calls.

Audit opinion

In this 2006 follow-up audit, we found that NSW Police had addressed most of the key areas for improvement we identified in 2003.

The contact centre which operates the PAL is well managed, and has implemented several improvements since our 2003 audit. The centre’s speed in answering and handling PAL calls is better than in 2003. Caller satisfaction with PAL services is high, and NSW Police calculate it releases 200 police for frontline duty. The centre also receives around 4,000 enquiry calls each week further reducing the load on local police.

Whilst the time taken to answer calls by the PAL is less than in 2002-03, it has increased recently. The explanation seems to be lower than required staffing levels due to higher than anticipated attrition rates, and delays and difficulties in recruiting staff.

When it does not have enough staff the centre gives priority to Triple Zero calls, which increases the time taken to answer PAL calls. While this is appropriate risk management, it should not become the norm and NSW Police needs to resource the centre so it can achieve both Triple Zero and PAL targets. This may require more resources and greater use of automated, self-service technologies to achieve further efficiencies.

NSW Police also needs to do more to promote the PAL, both in the community and with local police. Only about half the reports of less serious crime are made to the PAL, with the rest to local police. This is the same as in 2002. The greater the proportion of such reports made to the PAL, the more police will be released for frontline duty.

NSW Police should also continue to review its other telephony services to see if the centre could provide those services more efficiently.
Executive summary

Our 2003 audit

In 2003, our opinion was that there had been an improvement in caller service since the PAL commenced in 2000. We found that:

- the average time to answer a call had fallen from over two minutes in 2000 to 42 seconds in 2003
- PAL was not meeting its performance target of 80 per cent of calls answered in 27 seconds
- around half of minor crime and non-urgent incidents were reported to the PAL
- calls to PAL (131444) had increased by around 30 per cent from 443,700 in 1999-2000 to 578,170 in 2001-02.

We also reported that the contact centre:

- did not assess caller satisfaction with its services
- was making limited use of automated service technologies
- had a quality assurance program in place to check the accuracy and appropriateness of information provided to callers.

Appendix 2 outlines the 2003 recommendations and provides a summary of NSW Police’s progress in implementing them.

Key findings of this 2006 follow-up audit

Chapter 1: Is the PAL performing better?

The contact centre’s performance in answering PAL calls has improved. The average time to answer calls, percentage of calls answered within 27 seconds and PAL call abandonment rates are all better than in 2002-03. In particular, the contact centre has met its target of answering 80 per cent of PAL calls in 27 seconds in each of the last three years although there have been some days and months where it has not done so.

The contact centre’s average handling time for calls to the PAL has also fallen, but changes to NSW Police procedures and PAL call types since our 2003 audit mean we can not be sure whether this represents improved performance. For example, more detailed requirements for recording of break and enter incidents have increased the handling time for such calls. On the other hand, the PAL is now required to respond to non-urgent alarm calls, which generally take less time to process than the average call.

While time to answer calls is better than in 2002-03, it increased in 2005-06. NSW Police advise that this is due to a shortage of staff taking calls resulting from higher than expected attrition rates and difficulties and delays recruiting new staff. NSW Police may have also underestimated the resources needed to meet consistently both Triple Zero and PAL time to answer targets. It is reviewing the contact centre’s workload and resourcing requirements.

The contact centre now undertakes an independent annual caller survey. The two surveys indicate that caller satisfaction with the centre is high, at more than 90 per cent.
NSW Police calculates that about 200 police were released to frontline duty by the PAL in 2005-06. This is below the number NSW Police expected the PAL to release.

Chapter 2: Is the contact centre better managed?

The contact centre which operates the PAL is well managed, and it has made a number of improvements to its practices since 2003.

It has a suite of indicators covering efficiency, timeliness, quality and caller satisfaction. It has a target for PAL call answering, but should establish benchmarks or targets for service quality, caller satisfaction, and the proportion of reports it takes.

The contact centre has systems which assure the quality of information and advice given to callers, the accuracy and completeness of crime recording, and efficiency of staff. It has mechanisms to obtain feedback from local police on their satisfaction with the PAL, but these could be stronger and more formal. It also participates in a range of forums where it exchanges experience and knowledge with other public and private sector contact centre managers.

The centre is also providing more services through email and the internet than in 2003. It would like to use these technologies more, but is reportedly constrained by NSW Police’s mainframe computer system.

NSW Police could better quantify savings arising from transferring call handling to the centre. This is important for both accountability and to inform its decisions about what other telephony business should be transferred to the centre.

NSW Police should do more to promote the PAL to enable the release of more police for frontline duties. At present, it takes about half of all reports of less serious crime, with the rest going to local police. This is about the same as the level reported in our 2003 audit.

NSW Police reports PAL performance on its website for the previous week, but should also provide long term data in its annual report to help Parliament and the public better assess the PAL’s performance.
Response from NSW Police

Thank you for the opportunity to provide comment on the report; ‘Follow-up of 2003 Performance Audit’ of the NSW Police Assistance Line (PAL).

As you are aware, the 2003 audit report provided positive commentary on PAL. Subsequently, NSW Police responded to the report by implementing the majority of recommendations made by the Audit Office. I am therefore pleased that the follow up report recognises the further improvements made since 2003, and that it acknowledges that PAL continues to perform strongly.

The staff at PAL are to be congratulated on their efforts and the results they are achieving for NSW Police.

I’m sure you are aware that NSW Police continually seeks to enhance our services to the community of NSW. We therefore welcome the Audit Office’s suggestions for further improvement and we will carefully consider all of them. In particular, NSW Police is reviewing the arrangements for PAL to ensure that it has adequate resources to meet the increasing demands being placed upon it. I also note the report’s comments regarding the promotion of 131444. The Operational Communications & Information Command, including PAL, will be tasked to develop initiatives to achieve this based on the Audit Office suggestion.

Finally, I understand that a high level of co-operation was achieved between NSW Police and the Audit Office during the conduct of this audit. This is very pleasing and I thank all parties involved in the process for their professionalism and efforts.

(signed)

K E Moroney AO APM
Commissioner of Police

Dated: 23 November 2006
1. Is the PAL performing better?
At a glance

In this chapter, we answer the question: has the performance of the PAL improved since our 2003 audit?

Our assessment

The contact centre’s performance in answering PAL calls has improved. The average time to answer calls, percentage of calls answered within 27 seconds and PAL call abandonment rates are all better than in 2002-03. In particular, the contact centre has met its target of answering 80 per cent of PAL calls in 27 seconds in each of the last three years although there have been some days and months where it has not done so.

The contact centre’s average handling time for calls to the PAL has also fallen, but changes to NSW Police procedures and PAL call types since our 2003 audit mean we can not be sure whether this represents improved performance. For example, more detailed requirements for recording of break and enter incidents have increased the handling time for such calls. On the other hand, the PAL is now required to respond to non-urgent alarm calls, which generally take less time to process than the average call.

While time to answer calls is better than in 2002-03, it increased in 2005-06. NSW Police advise that this is due to a shortage of staff taking calls resulting from higher than expected attrition rates and difficulties and delays recruiting new staff. NSW Police may have also underestimated the resources needed to meet consistently both Triple Zero and PAL time to answer targets. It is reviewing the contact centre’s workload and resourcing requirements.

The contact centre now undertakes an independent annual caller survey. The two surveys indicate that caller satisfaction with the centre is high, at more than 90 per cent.

NSW Police calculates that about 200 police were released to frontline duty by the PAL in 2005-06. This is below the number NSW Police expected the PAL to release.
1.1 What is the Police Assistance Line?

The Police Assistance Line (PAL) is available 24-hours a day, seven days a week for reporting minor crimes and non-urgent incidents. These are referred to as ‘less serious crime’ throughout this report.

Such crimes are those that do not urgently require a police officer to be present at the scene. Examples are malicious damage, stealing, break and enter (where the offender has left the premises), stolen or lost property, and minor traffic accidents.

The PAL started in January 2000. Before the PAL, all reports of less serious crime were made to police at local stations.

Calls to the PAL are answered by operators supervised by police officers. Report details are then recorded in NSW Police’s Computerised Operational Policing System (COPS). Callers are provided with an event number that can be used to support an insurance claim.

The primary objective of the PAL is to maximise police presence on the street by providing the community with an alternative point of contact for reporting less serious crime.

The PAL was intended to deliver benefits to callers through more convenient and speedy access to police and by providing accurate, consistent and appropriate policing advice.

We found in our 2003 audit that PAL’s purpose, mission, and goals were well defined in its Business Case.

The PAL is provided by a contact centre run by NSW Police. This centre is spread over two linked sites operating as a single contact centre. Callers contact the PAL using the 131 444 number for the cost of a local call from anywhere in NSW.

In addition to handling PAL (131444) crime reports, operators at the NSW Police contact centre also answer calls to:
- Triple Zero (000)
- the NSW Police Switchboard
- the NSW Police Customer Assistance Unit
- Crime Stoppers
- the Graffiti Line
- Pet Find (on behalf of local government).

The centre also has overflow capacity (spare seats) for hotlines including anti-terrorism, bush fire reports and updates, and special campaigns such as anti-graffiti operations with Railcorp.
1.2 Have there been any changes to the PAL’s operating environment since 2003?

Since the 2003 audit the contact centre has assumed responsibility for:
- the Police switchboard
- around 70 per cent of calls to Triple Zero (000).

The Police Switchboard was transferred to the contact centre in 2005. NSW Police estimate the savings from the transfer to be over $800,000 per annum.

The phased transfer of Triple Zero started in January 2005, and in time all Triple Zero calls will be answered by the contact centre.
A review of the first phase of the transfer of Triple Zero conducted by NSW Police found that the contact centre answered 91 per cent of Triple Zero calls within ten seconds. Prior to January 2005 NSW Police was unable to achieve its target of answering 90 per cent of Triple Zero calls within ten seconds.

One advantage of transferring Triple Zero to the contact centre is that staff can move from PAL calls to Triple Zero when the need arises. This flexibility and capacity to give priority to emergency response is a sensible risk management approach.

1.3 What factors affect service to callers?

A number of interrelated factors can affect the overall performance of the contact centre and its level of service to callers.

![Exhibit 2: Factors that affect call centre performance](image)


These guided the issues we concentrated upon in our 2003 audit, and in this 2006 follow-up audit.
1.4 Is the contact centre answering PAL (131444) calls more quickly?

Our assessment

The contact centre answered PAL calls more quickly and had fewer calls abandoned in 2005-06 than in 2002-03. The time taken to answer PAL calls has, however, increased recently due to staff shortages with priority being given to answering Triple Zero calls.

Service level has improved

Service level refers to the target set for answering a percentage of calls within a defined time period. For the PAL, the target is to answer 80 per cent of calls within 27 seconds. In our 2003 audit, we found that the contact centre had not met its performance target during 2002.

In 2006 we found that the contact centre had met this service target for each of the last three years, although there were some days and months when it did not meet its target. The performance of the PAL started to decline in November 2005.

Exhibit 3: Results for service levels
(80% of calls answered within 27 seconds)

<table>
<thead>
<tr>
<th>Year</th>
<th>Percentage of calls</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002-03</td>
<td>60%</td>
</tr>
<tr>
<td>2003-04</td>
<td>80%</td>
</tr>
<tr>
<td>2004-05</td>
<td>80%</td>
</tr>
<tr>
<td>2005-06</td>
<td>80%</td>
</tr>
</tbody>
</table>

Source: NSW Police 2006.

Average time to answer is better than in 2002-03 but has recently fallen

In our 2003 audit, we found that the average time to answer a call improved between 2000 and 2002.

In 2006 we found that the average time to answer a call to the PAL improved further in 2003-04 and 2004-05 but declined to 49 seconds in 2005-06. This was still, however, better than in 2002-03.
Is the PAL performing better?

Exhibit 4: Average time to answer a call

Source: NSW Police 2006

**Abandonment rate** is better than in 2002-03 but has recently increased.

Abandonment rate refers to the percentage of callers who hang up while queuing to be served. Contact centres typically aim to keep this at less than five per cent.

In this 2006 audit, we found that the rate of abandoned calls to the PAL declined (improved) in 2003-04 and 2004-05 but increased to eight per cent in 2005-06.

Exhibit 5: Call abandonment rate

Source: NSW Police 2006
Is the PAL performing better?

The contact centre currently counts all PAL calls abandoned. Most call centres, however, exclude calls abandoned in the first 20 seconds as these are likely to be the result of a wrong number. If the contact centre adopted this practice for calls to PAL it may result in a better measure of the abandonment rate.

**Increases in time taken to answer calls may be the result of staff shortages and Triple Zero**

NSW Police advised us that the main reason for the recent decline in PAL (131444) call answering performance was contact centre staff shortages caused by:

- release of staff for training to accommodate the transfer of Triple Zero call answering to the centre
- an attrition rate higher than the contact centre had previously experienced
- a lengthy recruitment process
- calls to Triple Zero being 12 per cent higher in the first quarter of 2006 than the same period in 2005
- the centre giving priority to answering Triple Zero emergency calls in line with risk management principles.

NSW Police also advise that:

- an internal review of the resourcing and workload of the contact centre arising from the transfer of Triple Zero is currently under way
- it is reviewing the way it handles alarm calls in an effort to reduce the impact of false alarms.

**1.5 Is the contact centre handling PAL calls more efficiently?**

**Our assessment**

The contact centre’s average PAL call handling time has improved (ie fallen), but changes to NSW Police procedures and PAL call types mean we can not be sure whether this represents improved efficiency.

**Call handling time has fallen since 2002-03**

Average call handling time can be used as an indicator of efficiency and impacts on the cost of a call. Average handling time includes actual call time as well as after call work.

In our 2003 audit, we found that the PAL had improved (ie reduced) its call handling time from a reported 13 minutes in 2000 (when it was established) to around nine minutes in 2002.

In this 2006 follow-up audit, we found that call handling time in June 2006 was lower than in July 2002, and that while there has been variation in performance over time the trend has been downward (ie improving).
Call handling time has been affected by changes in processes at the PAL since 2003. For example, NSW Police now has more detailed requirements for recording break and enter information which increases the handling time for such calls. On the other hand, the PAL is now required to respond to non-urgent alarm calls which generally take less time to handle than most other calls to the PAL. Therefore, we cannot say reliably that call handling is more efficient.

### 1.6 Are PAL callers satisfied?

**Our assessment**

The contact centre now undertakes an independent annual caller survey. The two surveys indicate that caller satisfaction with the centre is high, at more than 90 per cent.

**The centre now measures caller satisfaction**

In our 2003 audit, we found that the PAL had not undertaken any direct assessment of caller satisfaction with its service or the information provided by call takers. In this 2006 follow-up audit, we found that the PAL undertook comprehensive caller satisfaction surveys in 2004 and 2005.

**Caller satisfaction with the PAL service is high**

The 2005 survey showed that overall satisfaction with customer service representatives was 90 per cent and that 97 per cent of callers surveyed said that the PAL met their expectations. This was higher than the figures for the 2004 survey, even though the latest survey also found that caller expectations were higher in 2005 than in 2004.
Is the PAL performing better?

### Exhibit 7: Caller satisfaction results

<table>
<thead>
<tr>
<th>Attribute</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall satisfaction with PAL customer service representatives</td>
<td>90%</td>
<td>90%</td>
</tr>
<tr>
<td>PAL service met Caller expectations</td>
<td>96%</td>
<td>97%</td>
</tr>
<tr>
<td>Pre-recorded message was easy to follow</td>
<td>69%</td>
<td>85%</td>
</tr>
<tr>
<td>Performance of the PAL better than other call centres</td>
<td>82%</td>
<td>80%</td>
</tr>
</tbody>
</table>

Source: NSW Police 2006.

#### 1.7 How many police is the PAL releasing for frontline duty?

**Our assessment**

NSW Police estimate that the PAL currently releases about 200 police for frontline duty, which is less than it expected. The PAL would release more if it received a greater proportion of crime reports. The PAL currently receives half of the less serious crime reports made to NSW Police, only slightly more than in 2003.

**NSW Police estimates the PAL releases about 200 police for frontline duties**

The primary objective of the PAL is to maximise police presence on the street by providing the community with an alternative point of contact for reporting minor crimes.

The original business case estimated that the PAL would release around 309 police to frontline duties. This was revised to 232 in 2002 due to changes in NSW Police procedures.

NSW Police estimate that the PAL now releases around 200 police to frontline duty. The method used by NSW Police may, however, underestimate this number. We discuss this in Chapter 2.

**The PAL gets half of all reports of less serious crime**

The PAL takes only 50 per cent of reports of less serious crime made to NSW Police, with the rest being taken by local police. This is about the same as in 2003. Originally NSW Police expected that the PAL would take most of these reports. The greater the proportion of these reports to PAL, the more police will be released to frontline duties.

**The proportion of police in the centre is lower**

In our 2003 audit, we found that police numbers at the contact centre had fallen from 35 to 20 since its establishment in 2000. We recommended in 2003 that NSW Police examine opportunities to further civilianise contact centre staff.

In 2006, NSW Police advises that there has been a reduction in the proportion of police to civilians in the centre. There are now more police (23), but the centre has taken on Triple Zero and the switchboard since our 2003 audit.
1.8 Is the cost of handling a PAL call lower than in 2003?

Our assessment

The contact centre no longer estimates the cost of handling a PAL call and cannot compare this to 2002-03 or to local police undertaking the task. It does not separate PAL and Triple Zero call handling costs. It does, however, have alternative measures of efficiency.

NSW Police can no longer calculate the average cost per crime reported to the PAL (131444)

In our 2003 audit, we found that NSW Police estimated the cost of each crime report handled by the PAL was about $21. This was far less than its estimate of about $60 for a call handled by local police.

In 2006, NSW Police no longer estimates the cost per crime report handled by the PAL. We discuss the reasons for this in Chapter 2.

As we noted above, the contact centre now takes less time on average to handle each PAL call than in 2003, and may therefore be handling these calls more efficiently. The centre is also moving staff between call queues and better matching staffing levels to call loads which demonstrate improved efficiency.
2. Is the contact centre better managed?
At a glance

In this chapter we answer the question: Has the management of the contact centre which operates the PAL improved since our 2003 audit?

Our assessment

The contact centre which operates the PAL is well managed, and it has made a number of improvements to its practices since 2003.

It has a suite of indicators covering efficiency, quality and caller satisfaction. It has a target for PAL call answering, but should establish benchmarks or targets for service quality, caller satisfaction, and the proportion of reports it takes.

The contact centre has systems which assure the quality of information and advice given to callers, the accuracy and completeness of crime recording, and the efficiency of staff. It has mechanisms to obtain feedback from local police on their satisfaction with the PAL, but these could be stronger and more formal. It also participates in a range of forums where it exchanges experience and knowledge with other public and private sector contact centre managers.

The centre is also providing more services through email and the internet than in 2003. It would like to use these technologies more, but is reportedly constrained by NSW Police’s mainframe computer system.

NSW Police could better quantify savings arising from transferring call handling to the centre. This is important for both accountability and to inform its decisions about what other telephony business should be transferred to the contact centre.

NSW Police should also do more to promote the PAL to enable the release of more police for frontline duties. At present, it takes about half of all reports of less serious crime, with the rest going to local police. This is about the same as the level reported in our 2003 audit.

NSW Police reports PAL performance on its website for the previous week, but should also report more long term data in its annual report to help Parliament and the public better assess the PAL’s performance.

2.1 Does the contact centre measure its performance?

The contact centre has maintained the suite of performance indicators it had in 2001, and has added indicators of quality and caller satisfaction. It has a target for PAL call answering, but should also consider establishing benchmarks or targets for service quality, caller satisfaction and proportion of less serious crime reports it captures.

In our 2003 audit, we found that NSW Police introduced a comprehensive suite of indicators to monitor PAL performance in September 2001.

In this 2006 follow-up audit, we found that NSW Police has maintained the suite of indicators, and has added indicators of quality and caller satisfaction. These additional indicators represent an enhancement of the performance information available to NSW Police.

The contact centre also now presents key performance indicators in a balanced scorecard, which helps NSW Police to monitor and assess its performance.
Is the contact centre better managed?

Exhibit 8: Contact centre balanced scorecard

Call answering target for the PAL
In 2003 we also found that NSW Police had set a target of 80 per cent of calls to the PAL to be answered within 27 seconds. In 2006, the contact centre still monitors its performance against this target. However, NSW Police is yet to spell out the implications of not meeting this target. Failure to consistently meet performance requirements should trigger a review.

Opportunity to set benchmarks or targets for other performance indicators
The contact centre measures service quality, caller satisfaction, the number of police it releases to frontline duty, and the proportion of crime reports it takes. It does not, however, have benchmarks or targets for these. We believe it should.

Source: NSW Police 2006.
2.2 Does the contact centre have quality assurance and performance management systems?

Our assessment

The contact centre has systems which monitor and assess the quality of information and advice given to callers, the accuracy and completeness of recording of reports of less serious crime by operators, and the efficiency of staff performing these tasks.

Quality assurance has been enhanced

In our 2003 audit, we found that the PAL had a quality assurance program in place to monitor and assess the accuracy, completeness and appropriateness of information and advice given to callers. In this 2006 follow-up audit, we found that this program was still operating but with several improvements including:

- recording all calls and workstation screen movements so that they can be sampled for assessment and coaching purposes, or in the event of a complaint
- regular review and enhancement of standard operating procedures.

All PAL callers are now told their calls may be recorded

In our 2003 audit we found that the PAL was not always meeting its obligation to advise callers that their calls may be recorded for quality assurance and coaching purposes. In 2003 we recommended that, in order to comply with the Privacy Act, all callers be advised that their calls may be recorded. In this 2006 follow-up audit, we found that NSW Police was providing such advice to all callers via recorded message.

Workforce and performance management is a focus

The PAL has workforce and performance management systems to provide assurance that the timeliness and quality of response to calls is being maintained. These include:

- recording all phone calls and the call handling process, including after call work
- assessment by supervisors of the quality of service provided to callers
- monitoring and predicting variations in call load and matching them to staffing levels
- monitoring time to answer calls and call abandonment rates
- individual learning plans for staff
- monthly and quarterly feedback on individual performance
- processes in place to ensure voicemail is returned within 24 hours
- comprehensive standard operating procedures for call processing.

2.3 Does the contact centre obtain caller and stakeholder feedback?

Our assessment

The contact centre now undertakes annual caller satisfaction surveys. It also has mechanisms which allow police to provide feedback to the PAL, but these could be strengthened and formalised in order to provide greater assurance that the PAL meets the needs of police.
The contact centre now measures caller satisfaction

In our 2003 audit, we found that NSW Police had not undertaken any assessment of caller satisfaction with the PAL. We recommended that NSW Police should arrange for periodic (six-monthly or annual) caller satisfaction surveys to be conducted.

As mentioned in chapter 1, NSW Police conducted comprehensive caller satisfaction surveys in 2004 and 2005.

In 2003 we found that the PAL business plan for 2002-03 indicated that the contact centre would hold caller focus groups to obtain feedback on wait times, service levels, and caller needs. We recommended that the contact centre should do this.

The centre has not held such focus groups, preferring to rely on the caller satisfaction surveys. The PAL caller satisfaction surveys are comprehensive, and thereby reduce the potential value of caller focus groups. Contact centre staff advised that they now consider focus groups expensive and of limited value in obtaining caller feedback on contact centre performance.

Stakeholder input has led to tailoring of PAL services

The contact centre also needs a means to obtain feedback from Local Area Commands on how well it meets their needs and any changes it should make to improve its service to them.

The contact centre has established its Intelligence Unit as a central point of contact for NSW Police commands to provide feedback to the centre and request changes to practices. The person fulfilling this liaison role also regularly attends NSW Police forums where suggested improvements may be raised and discussed. This has led to changes in procedures.

<table>
<thead>
<tr>
<th>Exhibit 9: Tailoring PAL response to meet the needs of police</th>
</tr>
</thead>
<tbody>
<tr>
<td>In response to requests from Local Area Commands, the contact centre changed procedures to:</td>
</tr>
<tr>
<td>- give the centre a greater role in tasking police</td>
</tr>
<tr>
<td>- tailor responses to meet the particular needs of each LAC.</td>
</tr>
<tr>
<td>These enhancements should reduce administrative work in LACs, thereby releasing police for frontline duty.</td>
</tr>
</tbody>
</table>

Stakeholder feedback mechanisms could be formalised further

Whilst these mechanisms may have improved the interaction with Local Area Commands, we believe NSW Police should establish a more formal method for police to provide feedback on their satisfaction with PAL services. A more formal method may also help identify barriers to increasing the proportion of less serious crimes reported to the PAL.
2.4 Is NSW Police doing enough to encourage victims to report less serious crime to the PAL?

**Our assessment**

NSW Police should do more to promote reporting of less serious crime to the PAL to enable the release of more police to frontline duties.

**The PAL only takes half the less serious crime reports made to NSW Police**

Although the public was always intended to have the option of reporting a less serious crime to a police officer rather than the PAL, NSW Police expected most of these crimes would be reported to the PAL. In our 2003 audit, we found that the PAL was receiving about half of such crime reports. In 2006 we found this was still the case.

We concluded in our 2003 audit that more police would be released to frontline duties and savings would be realised if the PAL captured a greater proportion of crime reports. We recommended that NSW Police maximise the benefits of the PAL by increasing, monitoring and maintaining public awareness of the PAL services.

**NSW Police has little information on caller awareness**

One possible explanation is that some sections of the community may be unaware of the existence of the PAL or reluctant to use it. NSW Police, however, has little information on the public’s awareness of, or attitude to, the PAL.

The only data on public awareness of the PAL was a survey of around 18,000 callers undertaken by the contact centre in the last two weeks of April 2002. Callers were asked when and how they learned of the PAL’s existence. Results indicated that nearly half of callers (48 per cent) reached the PAL without assistance or referral, and most of those (65 per cent) had previously called the PAL. Other callers were referred to the PAL either by the police (46 per cent), insurance companies (five per cent), or Triple Zero operators (one per cent).

This data suggests public awareness of the PAL as an alternative point to report less serious crime may be limited. It also indicates that referral of phone calls to the PAL by local police is critical to a growth in call capture.

For example, break and enter and malicious damage are less likely to be reported to the PAL than other less serious crimes. This suggests that there may be scope to raise public awareness that these are actually minor crimes that can be reported to the PAL.
Is the contact centre better managed?

Exhibit 10: Proportion of less serious crime reported to the PAL by crime type

Source: NSW Police 2006.

Similarly, the proportion of crime reported to the PAL outside the Sydney metropolitan area is generally lower than within the metropolitan area.

Exhibit 11: Numbers of less serious crimes reported to the PAL and Local Area Commands (LAC) by region

Source: NSW Police 2006.
NSW Police advise that the contact centre has been working with Local Area Commands to promote their services to local police and communities. Given that the PAL still only receives half of the reports of less serious crime, NSW Police needs to do more to enhance the awareness of the community about the PAL.

2.5 Does the contact centre undertake benchmarking?

Our assessment

The contact centre participates in formal benchmarking programs, as well as in a range of forums where its management exchanges experience and knowledge with other public and private sector contact centre managers.

In our 2003 audit, we found that the PAL had been participating in a government-wide contact centre benchmarking study. In 2003 we recommended that NSW Police continue participating in this study.

Benchmarking has continued

Since our 2003 audit, the government contact centre benchmarking program has ended, but the contact centre participates in other benchmarking projects and is considering participating in Australian Teleservices Association (industry group) benchmarking studies which include private sector contact centres.

Contact centre management also participate in other forums to identify best practice, including:

- regular and ad hoc meetings with other NSW government contact centre management
- the user group for the contact centre’s telephony management software (Genesys)
- meetings with interstate and overseas police contact centre operators.

Contact centre has been approached by other police services for advice

The contact centre has also been approached by interstate and international police organisations for advice on establishing and managing a police contact centre. For example, contact centre staff are currently reviewing the Police Assistance Centre in Western Australia and the centre has been asked to assist in the development of a non-emergency contact centre for New Zealand Police.

NSW was the first State to establish a contact centre for reporting less serious crimes.

2.6 Is the contact centre providing more automated services through email and the internet?

Our assessment

The contact centre is providing more electronic services than it was in 2003. NSW Police advise, however, that its current computer system constrains its ability to provide further web-enabled PAL reporting and capture the efficiencies which would flow from this.

Automated services have expanded

Callers seeking speedy access to services are driving call centres to provide automated services through email and the internet.
In our 2003 audit we found that public schools could report vandalism to the PAL by email, but this service option was not available to any other group. We recommended that the PAL examine the use of automated, self-service technologies such as email and web services as a means of achieving further efficiency gains.

In 2006 we found that the PAL has extended automated services to emails for fail to pay (largely for failing to pay for petrol at service stations), property lists of stolen goods, and reports of property damage from State Transit. This is more convenient for the caller and allows the contact centre to better manage its workload.

The contact centre has introduced a menu with a range of options for the customer assistance unit (1800 622 571) for general enquiries, Freedom of Information (FOI) requests and criminal history checks.

In December 2005, the PAL introduced a voice recognition system to the NSW Police Switchboard.

NSW Police advise that its:
- current mainframe computer system constrains the centre’s ability to provide further web-enabled PAL reporting
- Mainframe Replacement Program will take into account further web-enabled services for callers to report less serious crime.

2.7 Does NSW Police have a reliable estimate of how much the PAL saves?

Our assessment

NSW Police could better quantify savings arising from transferring call handling to the centre. This is important for both accountability and to inform its decisions about what other telephony business should be transferred to the contact centre.

Police savings from PAL should be reviewed

There has been no comprehensive review of the methodology for calculating savings realised by the PAL since the original business case in 1998.

Since its establishment the PAL has made a number of changes to its procedures which give it a greater role in police tasking. It also takes around 4,000 enquiry calls each week. These benefits are not well captured by the current methodology.

The PAL was intended not only to release more police to frontline policing but also to deliver efficiency savings through civilianisation of call taking and better use of technology.

NSW Police estimated in 1998 that the cost of handling a report of minor crime by a police officer was around $60, although we could not determine the method used to make this estimate and therefore establish its reliability.
As discussed in chapter one, in our 2003 audit we found that NSW Police estimated the cost per PAL call handled by the contact centre was about $21 and that this represented a significant saving to NSW Police. In our 2003 audit, we recommended that NSW Police consider monitoring and reporting the cost effectiveness of the PAL using trend data on the cost per call by service type and the cost of reporting a crime by category.

In this 2006 follow-up audit, we found that NSW Police has not done this. It no longer estimates the cost per PAL call handled by the centre. This issue is complicated by the range of call types the centre now accepts (eg Triple Zero, PAL, Police Switchboard, Crime Stoppers etc.) and variations in call handling time between incident type. The centralisation of contact handling, however, enables staff to move between queues, reducing spare capacity and therefore improving efficiency.

NSW Police advise it is also difficult to allocate the building, services and administration costs between the various call types (ie PAL, Triple Zero, etc). Instead, they consider it more cost effective to monitor average PAL call handling time and how well the centre matches staffing levels to call loads. They consider this gives them a good understanding of contact centre efficiency.

2.8 Has the contact centre sought to take on non-police business?

Consistent with our opinion in 2003, the contact centre has taken on additional police telephony work, but has not taken on more non-police work.

In our 2003 audit, we found that NSW Police was intending to pursue other government call centre business on a ‘user pays’ basis as a means of enhancing revenue.

We considered that providing call centre services to others was inconsistent with the role of NSW Police as specified in the Police Act 1990.

We found in this 2006 follow-up audit that the contact centre has:
- taken on NSW Police’s Triple Zero and switchboard answering services
- not taken on work from elsewhere, although it still maintains its ‘PetFind’ call service on behalf of local government.
## 2.9 Has NSW Police publicly reported PAL performance?

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<tr>
<td>NSW Police reports PAL performance on its website for the previous week. It should, however, report data for a longer period (e.g., three years) to help Parliament and the public better monitor the PAL's performance over time.</td>
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<tr>
<th>NSW Police reports PAL (131444) call answering performance on its website</th>
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<tr>
<td>The NSW Police website provides data on the number of calls and the percentage of calls answered within 27 seconds for the previous week. However, NSW Police does not publish any long term data on PAL performance.</td>
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<tr>
<td>NSW Police could improve its reporting by providing long term data on PAL performance in its annual report.</td>
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Appendices
Appendix 1: About the audit

Audit objectives
The objective of this follow-up performance audit was to determine whether or not NSW Police had implemented recommendations accepted from our 2003 report, *The Police Assistance Line*. The audit also examined whether additional issues, relating to recommendations that were not accepted, had been addressed.

Audit criteria
We judged changes in the performance of the PAL and management of the contact centre since the 2003 audit.

Audit scope and focus
We examined the extent to which NSW Police implemented the recommendations of our 2003 report; the impact and magnitude of any change; and if not fully implemented, what action was taken to address the issue.

Audit approach
We obtained specific evidence to show what NSW Police did to progress recommendations, and what changes had occurred as a result of implementation. Findings were based on the evidence collected through document analysis, interviews with staff, and formal responses to recommendations and issues identified in the 2003 audit.

Cost of the audit
Including printing and all overheads the estimated cost of the audit is $116,000.

Acknowledgement
The Audit Office gratefully acknowledges the cooperation and assistance provided by representatives of NSW Police, in particular the Director of the Police Assistance Line, Mr Chris Beatson and his staff.

Audit Team
Our team leader for this performance audit was Rod Longford who was assisted by Neil Avery. Jane Tebbatt provided direction and quality assurance.
### Appendix 2: Status of implementation of recommendations

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| 1. Establish, maintain and monitor defined standards of caller service that reflects the needs and include timeliness and abandonment rates | The contact centre has maintained the suite of PAL indicators introduced in 2001 and has included quality measures and caller satisfaction survey results as part of its overall performance measures.  
The centre has also introduced a balanced score card approach to managing performance and quality across all areas of its business.  
The contact centre has established service standards for the time to answer calls to the PAL. However they have not established benchmarks or targets for caller satisfaction or quality. |
| 2. Outline service standards and resources in a PAL service level agreement     | The centre has not developed a service level agreement with NSW Police. NSW Police advise that its view is that the contact centre is an integral part of its operations, dealing with all major telephony business. NSW Police has relocated other telephony business to the contact centre. The centre reports on its performance through a range of performance indicators. |
| 3. Examine the use of automated, self-service technologies such as email and web services as a means of achieving further efficiency gains | Within the constraints of the current systems, the contact centre has introduced a limited internet reporting system for callers to the PAL (131444). This is limited to the emailing of some property lists to the PAL for updating.  
Police also have access to an internet site established by the Department of Education and Training for the reporting of vandalism and break and enter.  
The Mainframe Replacement Program will take into account further web enabled services for reporting less serious crime.  
The contact centre has introduced additional technology to improve efficiency. A menu with a range of options was incorporated into the customer assistance unit line (1800 622 571) for general enquiries, Freedom of Information (FOI) requests and criminal history checks.  
In December 2005, the contact centre introduced a voice recognition system to the NSW Police Switchboard. |
| 4. Advise all callers that their calls may be recorded for the purposes of quality assurance and coaching until the upgrade of the IVR system is complete to comply with the Privacy Act | Completed in 2003.                                                                                                                                                                                                                                                                                                                                                                                     |
5. Continue participating in the annual benchmarking study | The contact centre has participated in further benchmarking studies. The contact centre advises it is considering participating in ATA (industry group) studies outside of government agencies.

6. Pursue its plan to hold customer focus groups to obtain specific feedback on customer needs and the level of service | The centre has not held focus groups as NSW Police believe it would be expensive and relatively ineffective. It has preferred to conduct caller satisfaction surveys. Contact centre staff sit on a number of committees enabling feedback from Police. They also tailor incident response instructions to the requirements of each Local Area Command (LAC).

7. Arrange for periodic (ie 6 monthly or annual) customer satisfaction surveys to be conducted | The centre has undertaken PAL caller satisfaction surveys in 2004 and 2005. These surveys are conducted annually rather than 6 monthly. The PAL received satisfaction rating of greater than 90 per cent in both surveys.

8. Consider monitoring and reporting the cost effectiveness of the PAL using trend data on the cost per call by service type and the cost of reporting a crime by category | This recommendation has not been progressed. NSW Police advise that the contact centre would need to significantly change its business processes to capture this data. The relocation of Triple Zero and the NSW Police Switchboard has seen efficiencies achieved through staff moving between queues, reducing spare capacity and therefore improving efficiency. It has alternative measures of efficiency.

9. Maximise the benefits of the PAL by examining opportunities to further civilianise PAL staff | NSW Police advise that, even though two additional police positions have been created at the contact centre due to the transfer of Triple Zero, the overall proportion of police to civilians has declined.

10. Maximise the benefits of the PAL by increasing, monitoring and maintaining public awareness of PAL services | This recommendation has not been progressed sufficiently. NSW Police advise that the contact centre has been working with Local Area Commands to promote their services to local police and communities. Given that the PAL still only receives half of the reports of less serious crime, NSW Police needs to do more to enhance the awareness of the community to the PAL.
Performance Audits by the Audit Office of New South Wales
Performance Auditing

What are performance audits?

Performance audits determine whether an agency is carrying out its activities effectively, and doing so economically and efficiently and in compliance with all relevant laws.

Performance audits may review a government program, all or part of a government agency or consider particular issues which affect the whole public sector.

Where appropriate, performance audits make recommendations for improvements.

If you wish to find out what performance audits are currently in progress, visit our website at www.audit.nsw.gov.au.

Why do we conduct performance audits?

Performance audits provide independent assurance to Parliament and the public that government funds are being spent efficiently and effectively, and in accordance with the law.

Performance audits seek to improve the efficiency and effectiveness of government agencies so that the community receives value for money from government services.

Performance audits also assist the accountability process by holding managers to account for agency performance.

What are the phases in performance auditing?

Performance audits have three key phases: planning, fieldwork and report writing.

During the planning phase, the audit team will develop audit criteria and define the audit field work.

At the completion of field work we will meet with agency management to discuss all significant matters arising out of the audit. Following this, we will prepare a draft performance audit report.

We meet with agency management to check that facts presented in the report are accurate and that recommendations are practical and appropriate. Following this, a formal draft report is provided to the CEO for comment. The relevant Minister is also provided with a copy of the draft report. The final report, which is tabled in Parliament, includes any comment made by the CEO on the conclusion and the recommendations of the audit.

Depending on the scope, performance audits can take several months to complete.

Copies of our performance audit reports can be obtained from our website or by contacting our Office.

How do we measure an agency’s performance?

During the planning phase, the team develops the audit criteria. These are standards of performance against which the agency or program is assessed. Criteria may be based on best practice, government targets, benchmarks, or published guidelines.

Do we check to see if recommendations have been implemented?

Every few years we conduct a follow-up audit. These follow-up audits look at the extent to which action has been taken to address issues or recommendations agreed to in an earlier performance audit.

The Public Accounts Committee (PAC) may also conduct reviews or hold inquiries into matters raised in performance audit reports. Agencies are also requested to report actions taken against each recommendation in their annual report.

Who audits the auditors?

Our performance audits are subject to internal and external quality reviews against relevant Australian and international standards. This includes ongoing independent certification of our ISO 9001 quality management system.

The PAC is also responsible for overseeing the activities of the Audit Office and conducts a review of our operations every three years.

Who pays for performance audits?

No fee is charged for performance audits. Our performance audit services are funded by the NSW Parliament and from internal sources.

Further information

Further information can be obtained from our website www.audit.nsw.gov.au or by contacting us on 9275 7277.
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* Better Practice Guides

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