

**Public Accounts
Committee**

Parliament of New South Wales



**Follow-up Report on
Overtime, Sick Leave and
Associated Issues in the
New South Wales Police
Force**

The New South Wales Public Accounts Committee is composed of five members of the Legislative Assembly of the New South Wales Parliament. Its functions and powers are defined in the Public Finance and Audit Act and its role generally is to serve as a Parliamentary watchdog of government expenditure to ensure that government organisations are implementing government policy as efficiently and effectively as possible.

1986-87
Parliament of New South Wales

Public Accounts Committee
of the
Forty-eighth Parliament

Twenty-eighth Report

Follow-up inquiry pursuant to Section 57 (1) of the Public Finance and Audit Act, 1983, into action taken on recommendations in the Fifth Report (1982) of the Committee into Overtime Payments to Police Officers.

November 1986

MEMBERS OF THE PUBLIC ACCOUNTS COMMITTEE

The members of the Public Accounts Committee are:

Mr John Murray, M.P., Chairman

John Murray, formerly a teacher, was elected Member for Drummoyne in April, 1982. An Alderman on Drummoyne Council for three terms, John Murray was Mayor of the Council for five years and served four years as Councillor on Sydney County Council. He is currently a member of the Prostitution Committee and the House Committee.

Dr Andrew Refshauge, M.P., Vice-Chairman

Andrew Refshauge was elected as Member for Marrickville in October, 1983. He previously practised as a Medical Practitioner with the Aboriginal Medical Service and was a past President of the Doctors' Reform Society. He is currently a fellow of the Senate of the University of Sydney.

Mr Colin Fisher, M.P.

Colin Fisher was elected Member for Upper Hunter in February, 1970. Former Minister for Local Government (1975) and Minister for Lands and Forests (1976), in opposition Colin Fisher has served as National Party Spokesman on Local Government, on Planning and Environment, and on Energy.

Mr Phillip Smiles, M.P.

Phillip Smiles was elected Member for Mosman in March, 1984. A management and marketing consultant since 1974, Phillip Smiles has been involved with entrepreneurial business activities since his teens. Since entering Parliament he has been actively interested in the areas of small business, emergency services, welfare and financial analysis.

Mr Allan Walsh, M.P.

Allan Walsh was elected Member for Maitland in September, 1981. Following eight years as a Mirage Fighter pilot with the R.A.A.F., he was involved in business management. Allan Walsh has also taught industrial relations, management and history at technical colleges.



Committee Members. From left: Andrew Refshauge (Vice-Chairman), Phillip Smiles, Colin Fisher, John Murray (Chairman), Allan Walsh

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CHAIRMAN'S FOREWORD

The Public Accounts Committee received a reference in February, 1982 from the then Auditor-General to inquire into overtime payments in the Police Force. The Committee's Report tabled in November 1982, made a number of recommendations aimed at reducing and controlling overtime and at tackling the high level of sick leave in the Force.

As Chairman of the Public Accounts Committee, I see the Committee's role as not merely to inquire and report, but to ensure that positive action is taken on its recommendations. In line with this philosophy, the Committee in 1985 commenced a program of reviewing the outcome of past inquiries and action taken on past recommendations. To date, follow-up reports on the NSW Public Hospital System, Overtime Payments to Prison Officers and Annual Reporting of Statutory Authorities have been completed.

Where the Committee's follow-up inquiries indicate that action taken has not been adequate the Committee is totally committed to further follow-up and review.

I am pleased to report the Committee has found that Police Force management have made a conscious effort to reduce the financial burden of overtime. The Committee notes that annual overtime hours have been significantly reduced as a result of its previous inquiry, from over 900,000 hours in 1980-81 to just over 600,000 hours last year. On the other hand, it is the Committee's belief that there is considerable scope for further management controls to be introduced, aimed at reducing overtime.

The Committee is highly critical of the lack of positive action taken by police management on sick leave, since we last reported on this issue. I consider that monitoring and control of sick leave, as with other work practices, is a management responsibility. The actions of management in this area provide a good indication of the quality of management in other areas of an organisation. It could be said that lack of action by the Police in this area reflects badly on overall management practices of the Force.

The Committee estimates that sick leave and hurt on duty leave is costing the NSW taxpayer approximately \$30 million per year, without taking into account the cost of replacing officers on leave with fit officers.

Statistics provided by the Police indicate that police officers average an astounding 20½ days sick and hurt on duty leave per year. In some branches such as Headquarters, Licensing, Personnel and Traffic, the average is considerably higher.

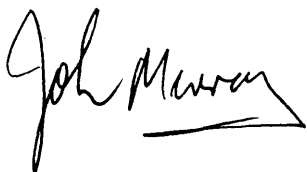
Regrettably, in spite of the magnitude of sick leave, the Police Force was unable to provide the Committee with accurate data on sick leave. The Committee believes that progress in analysing and controlling sick leave, since it last reported in 1982, has been negligible. Once again the Committee recommends that urgent attention be given to the high incidence of sick leave, hurt-on-duty leave, and long term sick leave in the Police Force.

During this inquiry the Committee examined the use of police motor vehicles to drive police to and from work and the utilization of police highway patrol vehicles. In light of these inquiries the Committee expresses concern at the inability of the police to fully utilise their resources on the State's highways.

The Committee gives notice that it will be reviewing implementation of the recommendations made in this Report, within the next 12 months.

I would like to acknowledge the co-operation given to the Committee during this inquiry by the former Minister for Police, Mr Peter Anderson, the current Minister, Mr George Paciullo, the Police Commissioner, Mr John Avery and other Senior Police Officers.

On behalf of the Committee, I would like to thank the Committee's staff for their work, particularly our Senior Project Office, Sue Chapple, for her excellent contribution to this review.

A handwritten signature in black ink, appearing to read 'John Murray', with a horizontal line underneath the name.

John Murray, M.P.,
Chairman.

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1. SUMMARY AND RECOMMENDATIONS

- 1.1 The Committee's Fifth Report, tabled in November 1982, following a reference from the then Auditor-General, detailed overtime payments to Police Officers and made a number of recommendations aimed at reducing and controlling overtime. The Report also made a number of recommendations concerning sick leave. This Report examines progress made since 1982 and implementation of the Committee's recommendations (Refer Section 2).
- 1.2 The Committee acknowledges that there has been a conscious attempt by the Police to lessen the financial burden of overtime since the Committee's 1982 Inquiry. The Committee considers, however, that there remains considerable scope to reduce overtime expenditure and that further procedures to enhance management control of overtime are required. (Refer Section 3.22)
- 1.3 The Committee endorses the suggestion of the Police Board in its 1984-85 Report, that "the approach to overtime expenditure should be zero based, with an initial management approach to any overtime expenditure, not reserving the critical concern until the allocation was exceeded". (Refer Section 3.23)
- 1.4 The Committee commends the Police Department on the substantial reduction in overtime hours achieved from 1980-1 to 1982-3. The Committee notes however that overtime hours rose significantly in 1983-84 and that 1984-85 and 1985-86 overtime hours remain at a higher level than that attained in 1982-83. It is recommended that the Police take further steps to control overtime hours, aimed at reducing overtime hours worked below the 1982-3 figure for 1986-7. (Refer Section 3.26)
- 1.5 The Committee is critical of the slow response of the Force to its recommendation concerning the collection and analysis of overtime data. It is an indictment of the Force's management that in 1986 data on the causes of overtime is still totally inadequate. (Refer Section 3.30)

- 1.6 The Committee once again strongly recommends that urgent action be taken to both monitor and analyse the causative factors relating to police overtime. (Refer Section 3.31)
- 1.7 The Committee recognises that certain police duties may require a higher level of overtime than others and that some special operations may also require a high level of overtime. The Committee recommends, however, that in view of the probable detrimental effect of excessive overtime on the health of police officers, no police be allowed to work overtime in excess of 50% of their base salaries and that the force take measures to reduce the amount of overtime worked by officers, with the aim of having no officers earning more than 20% of their base salaries in overtime. (Refer Section 3.35)
- 1.8 In this inquiry the Committee was severely hampered in its assessment of sick leave by the continuing lack of reliable data. The Committee is disappointed to report that until the instigation of its follow-up inquiry, little or no action appears to have been taken by Police management on the issue of sick leave. (Refer Section 4.3)
- 1.9 The Committee is critical of the lack of action on sick leave by Police management. The Committee considers that monitoring and control of sick leave is a management responsibility. Control by management over this area undoubtedly provides a good indication of the quality of management in other areas. (Refer Section 4.6)
- 1.10 On the figures available to the Committee, sick leave (including Hurt on Duty (HOD) leave) appears to be exceptionally high in the Police Force. While the Committee would expect sick leave and HOD leave to be somewhat higher in the Force than in purely administrative occupations, it believes there is room for considerable improvement in sick leave amongst police officers. Indeed, if police officers, on average, are requiring over 20 days sick and HOD leave per year, improvements must be made, if only for the sake of the health of members of the Police Force. (Refer Section 4.20)

- 1.11 It is recommended that the Police undertake a review of causes of long term sick leave and of the current system for processing medical discharges, with a view to streamlining the medical discharge system. (Refer Section 4.32)
- 1.12 It is clear that in spite of the lack of reliable data, sick leave is a major problem in the N.S.W. Police Force. The Committee is concerned at the high cost of sick leave to the Force, both in terms of monetary value and in terms of human resources. In addition, from the individual police officers point of view, the high rate of illness and injury gives rise to concern. (Refer Section 4.33)
- 1.13 In view of these concerns the Committee has been appalled during this inquiry at the lack of action by Police Force Management to tackle this problem in a positive manner. The Committee believes that progress on sick leave since it last reported in 1982 has been negligible. In the Committee's view this inaction reflects a management unable or unwilling to accept its management responsibilities. (Refer Section 4.34)
- 1.14 The Committee considers that the current provision for sick leave in the force of 75 days annually is overgenerous and recommends this be reviewed to bring police sick leave provisions into line with provisions for similar occupations, such as Prison Officers, or with Police sick leave entitlements in states such as Victoria, South Australia and the Northern Territory. (Refer Section 4.35)
- 1.15 The Committee recommends in the strongest terms that the Police Force give urgent attention to problems associated with medical discharges, hurt on duty leave, and restricted duty due to injury and illness, and particularly to the high incidence of sick leave prevalent amongst its officers. As a first step, timely, appropriate and reliable data must be collected and analysed. As a second step, strategies for improving the health and safety of police officers must be drawn up and implemented. The Committee

recommends that a health program be drawn up and put in place by January, 1987. (Refer Section 4.36)

- 1.16 During the course of this inquiry the Committee conducted a number of inspections of police stations. It was noted that large numbers of police vehicles appeared to be idle. Inspection of motor vehicle diaries indicated that police vehicles were routinely being used to drive police officers to and from their homes. It was observed that, in some cases, this appeared to be the major use of these vehicles. (Refer Section 5.2)
- 1.17 The Committee believes that the practice of police taking motor vehicles home requires additional scrutiny by police force management to ensure that the system is not being abused. (Refer Section 5.6)
- 1.18 The Committee also examined the allocation and utilization of highway patrol vehicles. The results obtained by the Committee indicate that vehicle utilisation in many sections of the Highway Patrol is extremely low.
- 1.19 The Committee understands that a major police objective is to increase the visibility of Highway Patrol officers, that is, to get more police in marked cars and on motorbikes out on the road. This objective is supported by the N.S.W. Joint Standing Committee on Road Safety (the Staysafe Committee) which, in its Fifth Report "Appropriate Strategies for Police Traffic Law Enforcement", recommended: "That police tactics reflect the fact that a highly visible police presence is of prime importance in any deterrent program." The achievement of this objective must surely be questioned in light of the Committee's findings. (Refer Section 5.14)
- 1.20 The Committee recommends that the Police Force undertake a comprehensive review of the allocation and utilization of vehicles to its highway patrol units. The Committee also considers that in the light of the alarmingly small proportion of highway patrol staff who actually seem to be on the road, the

operations of the Highway Patrol be reviewed in order to enhance its effectiveness. An essential part of this review should be the development of performance indicators. The Committee recommends that such performance indicators be included in the Police Department Annual Report for 1986-87. (Refer Section 5.15)

- 1.21 The Committee foreshadows that it will be reviewing implementation of the recommendations contained in this report within the next 12 months.



2. BACKGROUND

Reference from Auditor-General

- 2.1. The Public Accounts Committee received a reference on 9 February, 1982 from the then Auditor-General to inquire into the incidence and nature of overtime payments in the Police Force and in the Department of Corrective Services. In particular, the Auditor-General requested the Committee to investigate the following issues:
- . the causes of the high levels of overtime payments to Police and Corrective Services officers;
 - . the causes and degree of relationship between payments for overtime and/or shift allowances and the base salaries of the officers concerned;
 - . the extent to which the overtime payments result from defective or irregular management, rostering or other practices;
 - . the extent to which an absence of or defects in management information systems and/or controls contribute to the high level of entitlement to overtime payments;
 - . the likely effect on the general efficiency and overall productivity of officers who continually record lengthy periods of overtime;
 - . whether the appointment of additional officers would produce a corresponding reduction in the overtime payments to existing staff.
- 2.2. In November, 1982, the Committee tabled its report into police overtime (the Fifth Report). Overtime payments to Corrective Services Officers are the subject of the Committee's Sixth Report (May 1983) and the Twenty-Fourth Report (June 1986).

Major Findings of the 1982 Report

- 2.3. Since the introduction of paid overtime to police in 1971, there had been a rapid escalation in overtime payments, with overtime hours almost doubling between 1976-7 and 1980-1. Overtime hours in 1976-7 were 489,000 and in 1980-1, 902,000.
- 2.4. The costs of overtime also rose dramatically from \$8.7 million in 1976-7 to \$21.5 million in 1980-1.
- 2.5. The 1982 Report found "serious management deficiencies within the Force" in relation to the management of overtime. In the Committee's view "Prior to 1981-2 the Force gave only desultory attention to controlling overtime."
- 2.6. No statistics were available in 1982 on the causes of overtime. Sick leave, however, was cited as a major cause of overtime and evidence was given to the Committee that on any one day approximately 10% of the Force (about 930 officers) was on sick leave.

Recommendations of the 1982 Report

- 2.7. The 1982 Report made 35 recommendations. The following is a summary of the major recommendations:
 1. Management Information Systems - the Report recommended that Management Information Systems be developed to provide information on sick leave, transfers and deployment of officers, overtime, internal controls and performance monitoring.
 2. Resource Management - the Committee recommended development of a Staff Management Program, prioritising areas of greatest need, review of rostering procedures, and the establishment of a pool of relief officers and that rosters be prepared by civilian clerical staff.

3. Overtime - it was recommended that overtime be allocated on the basis of the seasonal needs of areas, with a reserve held by Head Office for extraordinary events.
4. Sick Leave - the Report recommended: a detailed study of the causes of sick leave be undertaken by consultants; the requirement that Police report to the Police Medical Officer before resuming work after minor ailments, be discontinued; and that Police Rules re sick leave be reviewed.
5. Transfers - the Committee recommended that the cause, necessity and frequency of transfers of police officers be monitored and that the existing transfer system be revised.
6. Extraneous Duties - it was recommended that the duties of police officers be reviewed, and that, where appropriate, police officers be replaced by other staff.

Follow-up Inquiry

- 2.8. As part of its program of reviewing the outcome of past reports, the Committee commenced its follow-up of the police overtime report in September, 1985. The Committee wrote to the Minister for Police in September, 1985 requesting information on the implementation of its recommendations.
- 2.9. On 7 May, 1986 public hearings were held at which representatives of the Police Force, Police Department and Police Association of N.S.W. gave evidence.
- 2.10. This report contains the Committee's comments on action taken in respect of the recommendations in its Fifth Report, outlines the current position with regard to overtime, and discusses the continuing problem of sick leave. During the course of the inquiry the utilisation of police motor vehicles was also raised and this is discussed in Section 5.

3. ACTION TAKEN ON RECOMMENDATIONS

- 3.1. In February, 1985 the then Minister for Police, Mr Peter Anderson, addressed a Strategic Planning Seminar for Police Force Executive Officers, stating

"We are still beset by the very same problems of blown overtime budgets and underspent shift allowances. The simple fact of the matter is that the Force has not responded to the (PAC) Report, choosing in its insular arrogance to dismiss the Committee's deliberations as the work of amateurs."

- 3.2. In March, 1985, the Minister wrote to the Public Accounts Committee as follows:

"I am concerned that two years after the submission of the Parliamentary Public Accounts Committee's Report on Police Overtime the problems appear to me to have remained the same ... I am particularly concerned that little progress appears to have been made towards the implementation of the majority of recommendations made by the Committee."

- 3.3. The Committee understands that on the Minister's instructions the Force took action to implement the Committee's recommendations. In April 1986, the Committee received a written response from the Commissioner of Police on progress towards implementing the recommendations. This response is included as Appendix 1.
- 3.4. In summary, the Police argue that they have implemented most of the recommendations contained in the Committee's 1982 Report and that the previous trend towards yearly increases in overtime has been contained.
- 3.5. The Committee's summary of the implementation of its recommendations is shown in the following Table.

TABLE 3.1 SUMMARY OF ACTION TAKEN ON RECOMMENDATIONS IN THE FIFTH REPORT

Recommendation No	Subject	Comment
4, 23, 24, 26, 31, 32	Management Information Systems	Implemented to some extent but very slow. To date MIS ineffectual.
3, 5, 6, 11, 18, 19, 20, 21, 22, 33, 34	Resource Management	Partially implemented.
1, 2, 27, 35	Overtime	Implemented.
14, 15, 16, 17	Sick Leave	Partially implemented, but slow and ineffectual.
7, 8, 9, 10	Transfers	Partially implemented.
12, 13, 25	Extraneous Duties	Not implemented

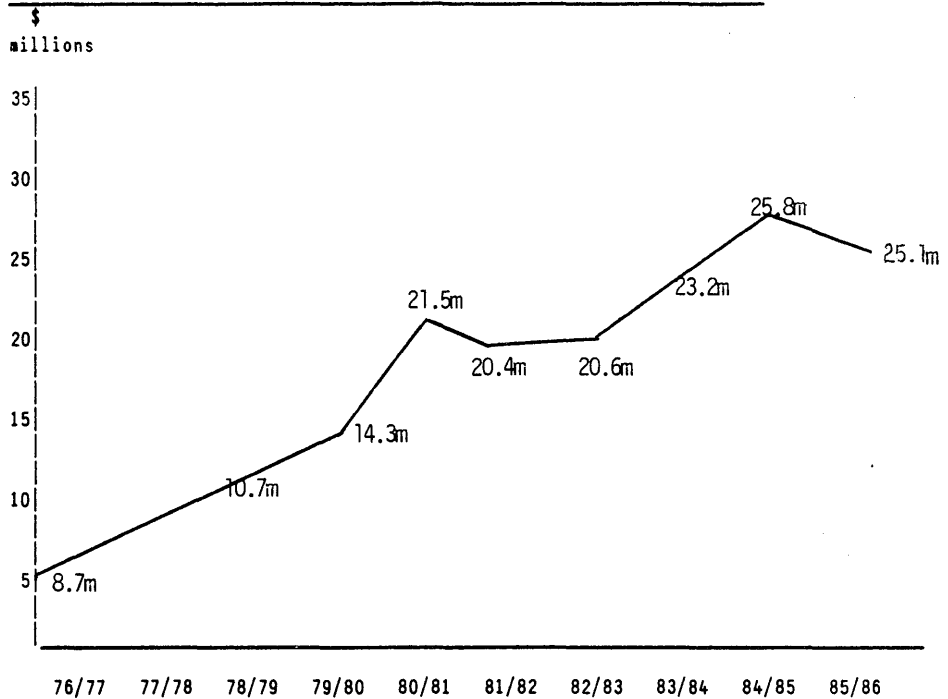
3.6. Overtime in the Police Force since the Committee's 1982 Report is reviewed below. The continuing problem of sick leave is discussed in Section 4.

Cost of Overtime

3.7. The Committee's 1982 Report noted that overtime expenditure from 1976-77 to 1980-81 had increased from \$8.7m to \$21.5m. Since 1980-81, while overtime expenditure has increased, the rate of increase has slowed down.

3.8. The graph below shows Police overtime expenditure from 1976-7 to 1985-6. The figures include constabulary, departmental staff and staff such as parking officers and others who are not on permanent appointment. It should be noted that the latter two categories account for only about 5% of overtime expenditure.

FIGURE 3.1 POLICE DEPARTMENT SHIFT AND OVERTIME EXPENDITURE 1976-1986*



* Based on data supplied by the Police Department.

- 3.9. When the Committee last reported, overtime figures included payments for shift allowances. Since 1982-83 a breakup between overtime payments and shift allowances has been available. Table 3.2 shows overtime and shift allowances from 1982-3 to 1985-6, together with total salary costs. The figures shown relate to the Police Force only (departmental and non-permanent staff are not included).

TABLE 3.2 OVERTIME AND SHIFT ALLOWANCES AND SALARY COSTS

	1982-3	1983-4	1984-5	1985-6
	\$m	\$m	\$m	\$m
Overtime	12.10	12.05	15.40	14.30
Shift Allowance	7.48	7.77	8.50	9.10
Base Payroll	217.77	235.36	257.19	275.5
Overtime as % of base payroll	5.5%	5.1%	5.9%	5.2%

- 3.10. The Committee has been unable to judge the appropriateness of the level of overtime as a percentage of base payroll due to the

inability of the Police Force to provide data on the causes of overtime.

- 3.11. The Police Force continues to have problems with overruns of the overtime budget. In 1984-5, the total overtime budget (excluding shift allowances) for the force and department was \$13,012,000. Actual overtime expenditure for the year was \$16,750,000, an overrun of \$3,738,000 or 28%.
- 3.12. In a letter to the Public Accounts Committee, of 4th February, 1986 the then Minister of Police commented:

"I would submit that in spite of the many efforts which continue to be made to overcome the problems identified by the Parliamentary Public Accounts Committee in 1982, the budget result as it relates to overtime expenditure in 1984/85 is to me a disappointment. While I accept that the demands on resources made by the need to provide extra security for Family Court judges placed a heavy strain on the financial resources of the Department in 1984/85, **I am not satisfied that the over-expenditure on overtime which occurred could not have been avoided by a greater degree of commitment to financial control throughout the Police Department.**" (emphasis added)

- 3.13. The Police Board in its 1984-85 Annual Report discussed the issue of police overtime. The Board noted that the overrun on budget in 1984-5 took place in Sydney rather than in country districts. Table 3.3 is taken from the Board's Annual Report.

- 3.14. The Board commented:

"On the face of it, \$3.3 million was spent on overtime which had not been authorised by Parliament."

The Board noted that expenditure of about \$2.5 million was incurred in investigating bombings related to the Family Court, guarding family court judges and investigating the Milperra bikie case.

TABLE 3.3 POLICE OVERTIME EXPENDITURE

	Actual 1983/4	Budget 1984/5 \$ million	Actual 1984/5
Sydney Metropolitan Districts	5.5	4.30	6.6
Newcastle & Wollongong	1.6	1.05	1.1
Other Country Districts	3.2	2.50	2.9
	10.3	7.85	10.6
Headquarters, Specialised Squads and Support Services	4.0	3.15	4.8
Central Reserve	-	1.10	-
	14.3	12.10	15.4
Recouped by Corrective Services	2.2	-	-
TOTAL	12.1	12.10	15.4

- 3.15. While the Committee concedes that guarding of Family Law Court judges was an extraordinary expense, it considers expenditure incurred in investigations should be met from budgets or from the central contingency fund. In this regard it is salutary to recall the Committee's comment in its 1982 Report:

"Each year special circumstances (e.g. Truckies' Blockade, Woolworth's Bombing, Prison Officers' Strikes) were cited to explain why overtime hours exceeded those of the previous year. **It is interesting that these 'special circumstances' became part of the overtime base for subsequent years**".

- 3.16. Figures for 1985-86 also show an overrun of the overtime budget, although of a lesser magnitude than the previous year. The overtime budget for 1985-86 was \$13.2 million, while actual expenditure was \$14.3 million, an over-budget result of \$1.1 million. Allowing for recoupments subsequently received (\$389,004 for guarding Family Court judges and \$46,070 for SACPAV National Counter-Terrorist Training program), the budget over-run amounted to \$616,723.
- 3.17. In response to a request from the Committee, the Police Department supplied reasons for the 1985-86 overtime budget overruns in

specified districts and branches. The following metropolitan and country districts were significantly over budget in 1985-86.

TABLE 3.4 DISTRICTS OVER-BUDGET ON OVERTIME 1985-6

Area	\$over-budget	% over budget
Technical Support Branch	\$269,445	38%
Bureau of Crime and Intelligence	\$181,845	48%
Tactical Response Group	\$132,648	93%
Liverpool District	\$130,722	24%
Hornsby District	\$108,034	30%
Tamworth	\$102,313	29%
Bankstown District	\$90,992	18%
Dee Why District	\$75,757	23%
Dubbo District	\$74,266	23%
Enfield District	\$64,145	12%
Criminal Investigation Bureau	\$56,156	6%

- 3.18. Reasons given for the above budget over-runs on overtime, included guarding judges of the Family Law Courts, general staff shortages, and investigations of murders. In light of the Committee's examination of sick leave in the police force (See Section 4), it is noteworthy that Enfield, Bankstown, Liverpool, Dubbo, Tamworth and Technical Support Branch all cited short notice sick leave as a factor in the budget over-run.
- 3.19. The Committee recommends that the management of Districts & Branches which incurred overtime budget overruns be called to account for their budget over-runs and that management of these areas be closely monitored with a view to preventing any unjustified budget over-runs in 1986-87.
- 3.20. Evidence was also given to the Committee of the overtime cost of policing entertainment and sporting events. A police spokesman gave evidence to the Committee as follows:

"For some time the Commissioner and our Minister have been very concerned that our overtime is being distorted by the use of police at entertainment and sporting events which are run at considerable profit by entrepreneurs. We are also concerned about other duties performed by police on

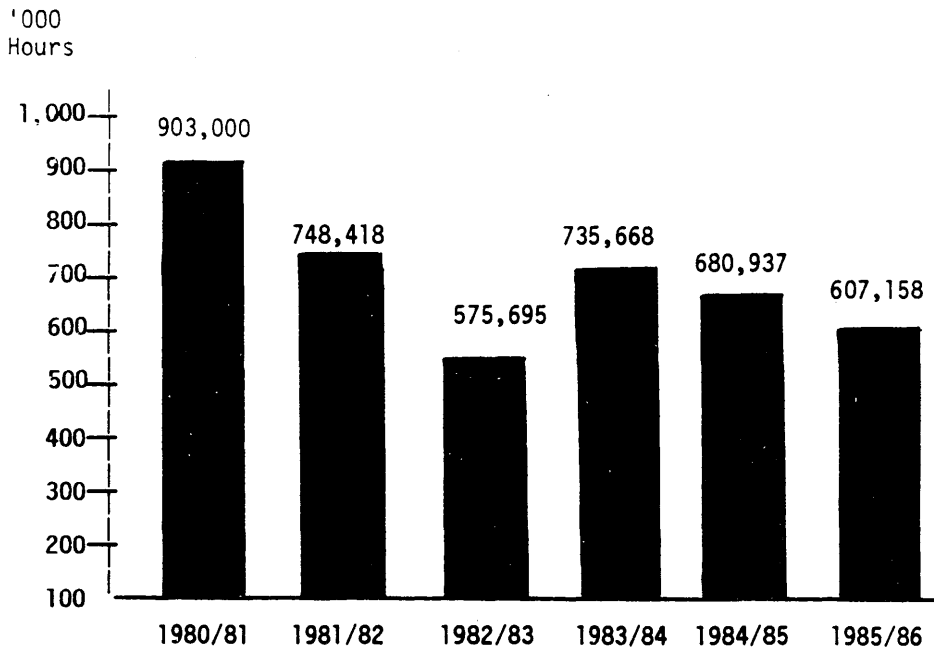
behalf of private organisations, government departments and individuals, where we do not charge a service fee."

- 3.21. The Committee considers that the use of police to control large sporting events could be detrimental to police performance of normal duties and recommends that current practices be reviewed.
- 3.22. The Committee acknowledges that there has been a conscious attempt by the Police to lessen the financial burden of overtime since the Committee's 1982 Inquiry. The Committee considers, however, that there remains considerable scope to reduce overtime expenditure and that further procedures to enhance management control of overtime are required.
- 3.23. The Committee endorses the suggestion of the Police Board in its 1984-85 Report, that "the approach to overtime expenditure should be zero based, with an initial management approach to any overtime expenditure, not reserving the critical concern until the allocation was exceeded".

Hours of Overtime Worked

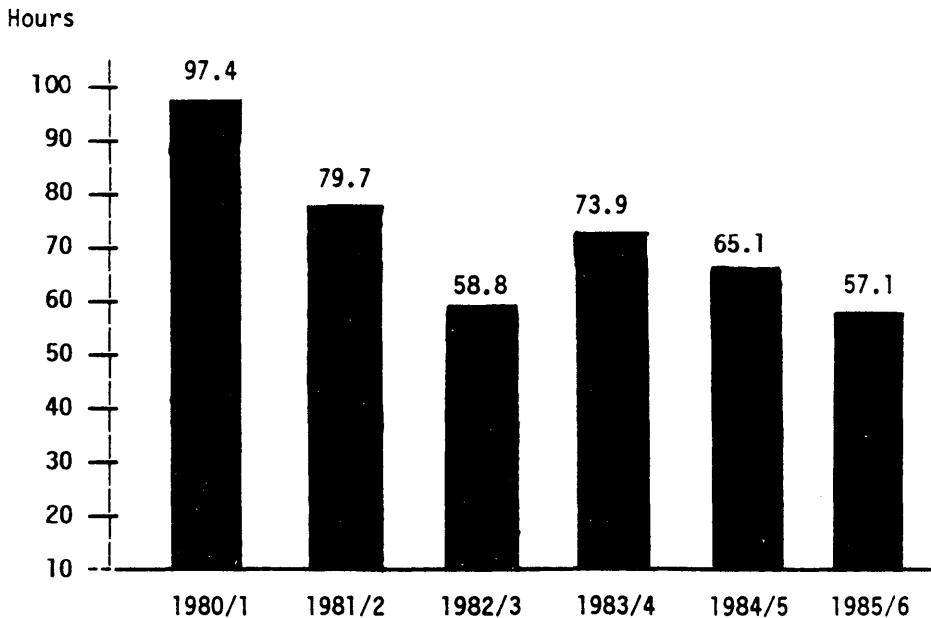
- 3.24. Hours of overtime worked is a more reliable indicator of trends, as cost will be influenced by inflation, national wage rises and changes to overtime award payments etc. Figure 3.2 shows hours worked by Police officers from 1980-1 to 1985-6. The figures exclude public servants and non-permanent employees such as parking officers.
- 3.25. As Figure 3.2 shows, overtime hours decreased significantly from 1980-1 to 1982-3, increased by 28% from 1982-3 to 1983-4 and have decreased in each of the last two years. The average hours overtime worked per police officer shows a similar trend as Figure 3.3 shows.

FIGURE 3.2 POLICE OVERTIME: HOURS WORKED 1980-1986 *



*Based on data supplied by the Police Department

FIGURE 3.3 POLICE OVERTIME: AVERAGE ANNUAL HOURS WORKED PER POLICE OFFICER 1980-1986 *



* Based on data supplied by the Police Department.

3.26. The Committee commends the Police Department on the substantial reduction in overtime hours achieved from 1980-1 to 1982-3. The Committee notes however that overtime hours rose significantly in 1983-84 and that 1984-85 and 1985-86 overtime hours remain at a higher level than that attained in 1982-83. It is recommended that the Police take further steps to control overtime hours, aimed at reducing overtime hours worked below the 1982-3 figure for 1986-7.

Police Strength

3.27. Overtime data needs to be reviewed in light of police strength. As the table below indicates actual strength rose by 2,178 officers between 1977 and 1986, an increase of 26% in available resources. The inability of the Police Department to supply precise information on the causes of overtime has inhibited the Committee's analysis of the relationship between increased police strength and decreased overtime hours.

TABLE 3.5 COMPARATIVE STRENGTH OF POLICE*

30 June	Authorised Strength	Actual Strength
1977	8549	8464
1978	8774	8741
1979	8974	8969
1980	9197	9164
1981	9297	9271
1982	9397	9388
1983	9812	9797
1984	10432	9950
1985	10608	10460
1986	10743	10642

*Data Supplied by Police Department

Causes of Overtime

3.28. The Committee commented in 1982 "The Force does not keep centralised records of the causes of overtime and is therefore unable to provide information concerning the number of overtime

hours attributable to each cause". Unfortunately, though some steps have been taken, the situation is identical in 1986.

- 3.29. The Police have advised the Committee that monitoring of overtime by causal factor commenced in December, 1985, but to date no specific data relating to overtime causes or analysis of factors contributing to overtime has been presented to the Committee.
- 3.30. The Committee is critical of the slow response of the Force to its recommendation concerning the collection and analysis of overtime data. It is an indictment of the Force's management that in 1986 data on the causes of overtime is still totally inadequate.
- 3.31. The Committee once again strongly recommends that urgent action be taken to both monitor and analyse the causative factors relating to police overtime.

Patterns of Overtime Payments

- 3.32. When the Committee inquired into police overtime payments in 1982, data on individual officers overtime earnings in relation to base salary was not available. The Police have since taken action to produce such figures and have supplied the Committee with the data shown in Table 3.6. The table contains data for non-commissioned officers only. Commissioned officers receive an allowance in lieu of overtime payments. At 30 June, 1986, the Force had 374 commissioned officers.
- 3.33. As the statistics show in 1985-6 64% of police earned overtime payments equivalent to less than 10% of their base salary in overtime payments; 96% earned overtime equivalent to less than 20% of base salary. The Committee is pleased to note the trend towards a lesser number of police being in the higher percentage categories.

TABLE 3.6 POLICE OVERTIME EARNINGS AS % OF SALARY

Overtime as % of salary	Number of Police							
	1982-83	%	1983-84	%	1984-85	%	1985-86	%
00-09	4852	51	5382	56	6063	60	6540	64
10-19	3605	39	592	37	3333	33	3323	32
20-29	738	8	521	5	542	5	273	3
30-39	194	2	96	1	131	1	61	.6
40-49	64	.6	8	.08	28	.3	24	.2
50+	9	.1	1	-	13	.1	29	.3
TOTAL	9462	100	9599	100	10110	100	10268	100

* Based on data supplied by the Police Department

- 3.34. The Committee understands that a monitoring system is in place whereby all officers who earn more than 20% of base salary in overtime are placed on a list which is reviewed by management. To the Committee's knowledge, however, there is no mechanism in place whereby officers earning large amounts of overtime are restricted from working additional overtime.
- 3.35. The Committee recognises that certain police duties may require a higher level of overtime than others and that some special operations may also require a high level of overtime. The Committee recommends, however, that in view of the probable detrimental effect of excessive overtime on the health of police officers, no police be allowed to work overtime in excess of 50% of their base salaries and that the force take measures to reduce the amount of overtime worked by officers, with the aim of having no officers earning more than 20% of their base salaries in overtime.

4. SICK LEAVE AND ASSOCIATED ISSUES

4.1. In its 1982 Report the Committee stated:

"The current level of sick leave taken by Police Officers is a serious problem which must be urgently addressed."

4.2. The Committee went on to make the following recommendations:

- . That the Force take immediate action to collect sick leave statistics.
- . That the requirement for city police to report to the Police Medical Officer before resuming work after minor ailments be discontinued.
- . That consultants be engaged to undertake a detailed study of the incidence and causes of sick leave within the Force and to make appropriate recommendations to ensure that all sick leave taken is warranted.
- . Subsequent to the study recommended above, Police Rules be appropriately reviewed.

4.3. **In this inquiry the Committee was severely hampered in its assessment of sick leave by the continuing lack of reliable data. The Committee is disappointed to report that until the instigation of its follow-up inquiry, little or no action appears to have been taken by Police management on the issue of sick leave.**

4.4. The dearth of information available on sick leave makes it impossible for the Committee to assess with any assurance whether the problem of sick leave has improved or the position has deteriorated.

4.5. **Senior police officers, giving evidence before the Committee at a public hearing on 7 May, 1986, admitted that sick leave data supplied to the Committee was inaccurate and could not be used**

as a basis for assessing the magnitude of sick leave in the Police Force.

- 4.6. The Committee is critical of the lack of action on sick leave by Police management. The Committee considers that monitoring and control of sick leave is a management responsibility. Control by management over this area undoubtedly provides a good indication of the quality of management in other areas.
- 4.7. It is recommended that the Police Force, as a priority, take steps to improve the way in which sick leave is monitored and controlled.
- 4.8. The following sections discuss attempts to date by the Police to collect and analyse sick leave data. While the Committee is reticent to accept the accuracy of much of the data presented, it nevertheless feels it has a duty to make public evidence presented to the Committee under oath or in formal submissions.

Sick Leave in the Police Force

- 4.9. Police sick leave is broken down into two categories, hurt on duty (HOD) leave, (equivalent to workers compensation leave in other organisations), and sick leave. Available statistics suggest that HOD leave accounts for approximately one third of all sick leave taken by police officers.
- 4.10. Under the Police regulations, police officers are provided with sick leave up to a maximum of 75 days in any twelve months. This may be increased in specific cases at the discretion of the Commissioner of Police. Hurt on duty leave provides for full pay for the whole period of any absence. It should be stressed that there is no upper limit for hurt on duty leave.
- 4.11. In addition, the Police Mutual Provident Fund provides a 'bank' of days for use by Police who have exceeded the 75 days sick leave available in any year. Each member of the Fund donates one day's annual leave each year which is credited to the 'bank'

of days. In the six months to 31 December, 1985, for example, 11,039 days were used from the Fund.

- 4.12. Police sick leave entitlements in other Australian states vary considerably. In South Australia, 18 days are provided per year, with up to 12 days accumulating each year. Northern Territory Police are entitled to 10 full days and 10 half days per year, with untaken leave accumulating. Victorian entitlements are 30 days, with 15 days accumulating per year.
- 4.13. The Committee has estimated that the cost of sick leave to the Police Force for 1985-6 was approximately \$17,881,904, without taking into account the cost of replacing officers on sick leave with fit officers.

This figure is calculated as follows:

109,036 days sick leave 1.7.85 - 31.3.86
\$123 average daily salary for member of force
Cost for 9 months = 109,036 x 123
= \$13,411,428
Cost for 12 months = \$17,881,904

The combined direct cost to the Police Force of sick leave and H.O.D. leave for the 1985-6 year is calculated at \$27,457,421. (Refer Section 4.22)

- 4.14. Table 4.1 shows average days sick leave and HOD leave taken by police officers for the six months to 31 December, 1985. It should be noted that the figures represent a six month period only. The data quoted is the third attempt by the Police Force to provide the Committee with reliable and relevant data on sick leave. While each version differed significantly the Committee publishes the latest figures supplied to it.
- 4.15. As the figures quoted are not firm, the Committee has not undertaken any rigorous analysis of the data. Similarly no analysis of the data has been undertaken by the Police

TABLE 4.1 N.S.W. POLICE FORCE - AVERAGE DAYS SICK LEAVE & H.O.D. LEAVE 1 JULY 1985 TO 31 DECEMBER 1985*

Area	Average Days Leave (6 mnths only)		
	Sick	HOD	Sick/HOD
State total	7.0	3.2	10.2
Metropolitan Area Districts			
Bankstown	7.0	3.5	10.5
Burwood	8.6	3.2	11.8
Central	10.0	3.8	13.8
Chatswood	9.6	3.8	13.6
Dee Why	7.2	3.2	10.4
Gosford	6.3	4.3	10.6
Liverpool	7	4.3	11.3
Maroubra	8.1	2.4	10.5
Parramatta	7.5	5.8	13.7
Penrith	7.8	3.8	11.6
Country Areas			
Albury	5.5	0.8	6.3
Bathurst	5.0	1.6	6.6
Dubbo	2.7	2.7	5.4
Goulburn	5.2	1.9	7.1
Lismore	5.0	4.3	9.3
Newcastle	5.6	3.6	9.2
Parkes	2.3	2.3	4.6
Tamworth	4.0	2.5	6.5
Wagga Wagga	3.9	0.9	4.8
Wollongong	5.1	2.1	7.2
Branches			
Academy	4.5	6.8	11.7
Anti-Theft	3.6	0.0	3.6
Community Relations	9.0	2.2	11.2
Crime Intelligence	2.8	0.2	3.0
Criminal Investigation	3.7	2.2	5.9
Disaster & Rescue	7.0	0.7	7.7
Drug Law Enforcement	3.1	0.2	3.3
Headquarters	20.8	8.0	28.8
Internal Affairs	7.0	0.1	7.1
Licensing	6.3	7.3	13.6
Management Review	29.5	6.5	36.0
Motor Vehicles	10.6	1.2	11.8
Personnel	9.3	4.5	13.8
Prosecuting	8.8	1.3	10.1
Research & Development	3.4	0.0	3.4
Special Operations	2.4	3.5	5.9
Special Projects	27.2	5.2	32.4
Tactical Response	6.8	4.7	11.5
Technical Support	10.1	2.2	12.3
Traffic	7.4	7.7	15.1

* Figures compiled from data supplied by Police Department.

Department. Even a cursory examination, however, highlights a number of areas which require further attention.

- 4.16. In particular, certain branches and districts appear to have a much higher than average incidence of sick leave or hurt on duty leave. In the metropolitan area, Parramatta has an average HOD figure almost twice the State average. In the country, Lismore has a particularly high HOD rate. Branches with HOD far above the average are the Police Academy, Headquarters, Licensing, Management Review and Traffic.
- 4.17. The Committee was advised by the Police that data on location of H.O.D. injuries could be distorted as Police may be transferred to a division or branch other than the one in which the injury was sustained. This may explain the high incidence of H.O.D. leave in a branch such as Headquarters, which the general public would not perceive as carrying out police activities incurring high stress levels or exposing officers to physical danger. The Committee is however, somewhat sceptical of the validity of this argument, in view of the high level of sick leave (net of H.O.D. transfers) which Headquarters also experiences.
- 4.18. Areas with a higher than average sick leave are Central, Chatswood, Community Relations, Headquarters, Management Review, Motor Vehicles, Personnel, Special Projects and Technical Support. The data indicates that police stationed at Police Headquarters, for example, averaged approximately one sick day each, per working week (excluding H.O.D. leave).
- 4.19. While these figures can no doubt be explained in many cases by the nature of the work undertaken in the area, or by other reasons, the Committee believes it is essential as a management exercise that the police not only keep accurate data on sick leave, but also subject this data to precise analysis.
- 4.20. **On the figures available to the Committee, sick leave (including HOD leave) appears to be exceptionally high in the Police Force. While the Committee would expect sick leave and HOD leave to be**

somewhat higher in the Force than in purely administrative occupations, it believes there is room for considerable improvement in sick leave amongst police officers. Indeed, if police officers, on average, are requiring over 20 days sick and HOD leave per year, improvements must be made, if only for the sake of the health of members of the Police Force.

- 4.21. The Committee has formed the view that the average level of sick leave taken by police officers is unacceptably high. The Committee recommends that the Police Force take urgent steps to ensure that timely and accurate sick leave data is collected and that this data is used as a management tool to analyse trends in sick leave and to identify possible changes in policy and management procedures to overcome this drain on the public purse.
- 4.22. The Committee considers that the provision for sick leave in the force of 75 days annually is overgenerous. In light of the current debate on work practices, it is considered that the entitlement, which dates back to the last century, should be reviewed. The Committee recommends that such a review be conducted in order to bring N.S.W. Police sick leave entitlements into line with provisions for similar occupations, such as Prison Officers or with Police sick leave entitlements in states such as Victoria, South Australia and the Northern Territory.

Hurt on Duty Leave

- 4.23. The Committee has calculated that Hurt on Duty leave cost the Police Force approximately \$9.6 million in 1985-6 in leave payments, without taking into account the cost of replacing officers absent on HOD leave with fit officers.

This figure is calculated as follows:

52,183 days claimed HOD 1.7.85 - 31.3.86
\$123 - average daily salary for member of force
\$763,129 - hospital costs associated with HOD leave for 9
months to 31.3.86

52,183 x 123 = 6,418,509
 + 763,129

9 months cost 7,181,638

Cost for 12 months = \$9,575,517

Cost of H.O.D. leave and sick leave is estimated at \$27.5 million for the 1985-6 year.

- 4.24. For the nine months to 31 March, 1986, there were 1,973 incidences of Hurt on Duty leave, with an average duration of 26 days. Causes of Hurt on Duty leave are varied. Major causes, according to data supplied by the Police Force are shown below.

TABLE 4.2 POLICE HURT ON DUTY LEAVE 1/7/85 - 31/3/86

Nature of Illness/Injury	Number of Incidences	%
Not included in categories below	514	26
Other injury to back/shoulder/ribs	392	20
Other injury to head/neck	294	15
Injured Back lumbar (lower)	180	9
Injured Knee	177	9
Other injury to leg/foot/toe	133	7
Other injury to arms/hands/fingers	92	5
Sprained ankle	72	4
Nervous illness, including anxiety, depression	64	3
Minor illness, including minor headache	55	3
TOTAL:	1973	100

Restricted Duty

- 4.25. During the course of this inquiry a number of police officers brought to the Committee's attention problems arising from the number of officers on restricted duty. The high number of officers in some districts on restricted duties, coupled with absences due to sick leave, was cited as a major problem in managing human resources and getting police out onto the street.

4.26. Figures supplied by the Police indicate that in July 1986, 307 police officers were on some form of restricted duty. The major restriction being that officers not perform street duty or be involved with handling prisoners or intoxicated persons. The table below shows the number of officers by category of restricted duty. Police may be on more than one restriction. The percentage figures relate the percentage of police on restricted duty, to the particular restriction.

TABLE 4.3 POLICE ON RESTRICTED DUTY AS AT 16.7.86

No. of Police Officers	% of Total	Restriction
298	97	Not to perform street duty or to be involved with the handling of prisoners or intoxicated persons, but may interview members of the public and perform clerical duties.
219	71	Not to lift heavy weights.
94	31	Not to drive Departmental vehicles.
46	15	Only to perform duty during daylight hours.
27	9	Not to perform duty in uniform.
15	5	Not to have continuous contact with members of the public
13	4	Other, e.g. No Boots, Soft Shoes, Can't Travel, Suspended, Sit/leg up, Not use hand, No P.T.
9	3	Cannot climb stairs.

4.27. The main reasons for officers going on to restricted duty are shown in Table 4.4. As can be seen from the table, the main cause is injury to back, with nerves, depression, anxiety the second major cause.

TABLE 4.4 MAJOR REASONS FOR RESTRICTED DUTY BY POLICE OFFICERS AS AT 16.7.86

No. of Police	Reason
69	Injury to back
30	Nerves/depression/anxiety
27	Injury to knee
25	Injury to neck
24	Pregnancy
19	Injury to leg
16	Injury to arm/wrist/hand
14	Heart
10	Diabetes
10	Injury to spine

The following categories of illness or injury resulted in restricted duties for fewer police officers.

- . injury to ankle, arthritis (8 officers each)
- . injury to shoulder, injury to hip, blood pressure, brain tumour, epilepsy and fractures (6 each)
- . injury to eye, paraplegic or partly paralysed (5 each)
- . thrombosis (4)
- . asthma/bronchitis (3)
- . injury to head, ulna/median nerve (2 each)
- . tenosynovitis, T.B., osteomyelitis, multiple sclerosis, chest, abdominal, feet, dermatitis, vascular disease, fibrosing alveolitis, ulcer, gall bladder, hernia, kidney, post peritonitis and multiple injuries (1 each)

Long Term Sick Leave

4.28. The Police Force has a relatively high number of officers on long term sick leave, that is sick leave or hurt on duty leave of more than three months duration. As the table below shows, in May, 1986, 157 police were on long term sick leave. In March 1986, 196 were on long term sick leave. Of these 55 in 1985 and 80 in 1986 had been on sick leave for over twelve months.

TABLE 4.5 POLICE OFFICERS ON LONG TERM SICK LEAVE

Period of Sick Leave	As at 29.5.85	As at 3.3.86
3 months	18	not available
4 months	16	21
5 months	15	22
6 months	14	19
7 months	9	13
8 months	8	13
9 months	6	6
10 months	5	8
11 months	11	14
12 months	12	13
12-18 months	16	29
18-24 months	8	15
2-3 years	6	3
3-4 years	1	1
4 years+	-	1
	145	178
Period unidentified	12	18
TOTAL	157	196

- 4.29. Since March 1986 a substantial proportion of those officers who had been on sick leave for long periods of time, have been medically discharged or, in a few cases, dismissed from the Force. The result of this is that by the end of August, 1986, 121 officers were on long term sick leave. Of this number, it appears that 17 officers are under investigation by the Police Internal Affairs Branch.
- 4.30. Of the 86 officers medically discharged between 1 January, 1986 and 20 June, 1986, 28 officers were discharged on grounds relating to anxiety and/or depression. The other major cause of medical discharge was heart diseases.
- 4.31. On the evidence provided, the Committee's preliminary assessment is that long term sick leave clearly constitutes a major problem in the Force. Considerable delays appear to occur in the process for discharging officers on medical grounds. While the Committee commends all efforts to rehabilitate officers who suffer illness or injury, it considers that in cases where rehabilitation is

judged to be unlikely to be successful, the process to discharge officers on medical grounds could be expedited.

- 4.32. It is recommended that the Police undertake a review of causes of long term sick leave and of the current system for processing medical discharges, with a view to streamlining the medical discharge system.

Conclusion

- 4.33. It is clear that in spite of the lack of reliable data, sick leave is a major problem in the N.S.W. Police Force. The Committee is concerned at the high cost of sick leave to the Force, both in terms of monetary value and in terms of human resources. In addition, from the individual police officers point of view, the high rate of illness and injury gives rise to concern.
- 4.34. In view of these concerns the Committee has been appalled during this inquiry at the lack of action by Police Force Management to tackle this problem in a positive manner. The Committee believes that progress on sick leave since it last reported in 1982 has been negligible. In the Committee's view this inaction reflects a management unable or unwilling to accept its management responsibilities.
- 4.35. The Committee considers that the current provision for sick leave in the force of 75 days annually is overgenerous and recommends this be reviewed to bring police sick leave provisions into line with provisions for similar occupations, such as Prison Officers, or with Police sick leave entitlements in states such as Victoria, South Australia and the Northern Territory.
- 4.36. The Committee recommends in the strongest terms that the Police Force give urgent attention to problems associated with medical discharges, hurt on duty leave, restricted duty due to injury and illness, and particularly to the high incidence of sick leave prevalent amongst its officers. As a first step, timely,

appropriate and reliable data must be collected and analysed. As a second step, strategies for improving the health and safety of police officers must be drawn up and implemented. The Committee recommends that a thorough occupational health program be drawn up and put in place by January, 1987.

5. POLICE MOTOR VEHICLES

Private Use of Police Motor Vehicles

- 5.1. During the course of this inquiry the Committee conducted a number of inspections of police stations in Sydney and Newcastle. The Committee noted the large number of police vehicles parked at police stations, which, upon further investigation, appeared idle.
- 5.2. The Committee also inspected a number of police motor vehicle diaries during the inquiry. In many cases it was revealed that police vehicles were routinely being used to drive police officers to and from their homes. It was observed that, in some cases, this appeared to be the major use for these vehicles.
- 5.3. Police instructions place responsibility for accurate compilation of police vehicle diaries with the Metropolitan Divisional officers and the Officer-in-Charge of country stations. The Committee's inspection of diaries revealed that records were in many cases suspect. It appeared to be common practice for officers to fill in diaries once a week and to match up the miles travelled with the end of the week speedo reading. In some diaries sighted by the Committee it appeared that, mileage entries were entered by one officer while the description of vehicle use was entered by another officer.
- 5.4. The Committee was supplied with a listing of police who took vehicles home during March 1986. Major reasons cited for taking vehicles home were garaging, officers on call, officers beginning work early or finishing work late, and patrolling duties to and from work. The Committee accepts in principle the validity of these reasons, particularly in country areas, but on the data supplied could form no view as to whether all incidences were justified.
- 5.5. The Committee was surprised to find that while some metropolitan districts stated that no vehicles were taken home during the

month of March e.g., (Bankstown and Parramatta Districts), other districts had large numbers of vehicles taken home. The Committee questions why some districts require many officers to be on call whilst others can function with no officers on call.

- 5.6. **The Committee believes that the practice of taking police motor vehicles home requires additional scrutiny by police force management to ensure that the system is not being abused.**

Utilisation of Highway Patrol Vehicles

- 5.7. The Committee visited Charlestown Police Station which serves as the base for the Highway Patrol Unit in the Newcastle Region. The Committee noted that the Police parking area contained eleven highway patrol vehicles. An inspection of the duty rosters for the previous few months revealed that out of these highway patrol vehicles a maximum of two were on the road at any one time. For the majority of the time only one vehicle was being utilised for highway patrol duties.
- 5.8. The explanation provided by police for this low utilisation of vehicles was that seven officers were on sick leave or courses at the time and that one vehicle was permanently being serviced.
- 5.9. Further data obtained by the Committee shows that for a staff of 32 attached to the highway patrol group at Charlestown, there were eleven sedans, six motor cycles, two panel vans and two trail bikes. Given the fact that a number of the staff hold administrative positions and that staff work on various shifts, this appeared to the Committee to be an inordinately high ratio of vehicles to police officers. In addition the Committee was concerned that a unit such as the Highway Patrol appeared to spend so little time actually carrying out its function of patrolling the highways. The Committee understands that since its visit to Charlestown, the number of sedans attached to the station has been reduced to nine.

- 5.10. Additional information supplied by the Police Department indicates that this high ratio of officers to vehicles is not limited to Charlestown. In the State as a whole the Highway Patrol Unit has an authorised strength of 982 officers. Of these 863 of the rank of constable, could be expected to be engaged in "on the road" duties. The Highway Patrol has 308 sedans, 158 motor bikes and a number of trail bikes, panel vans and other miscellaneous vehicles for its use. The overall ratio between constables and sedans for the State is 2.80 constables for every car. This ratio, however, varies considerably between districts, ranging from 1.87:1 for Tamworth District to 3.75:1 for the Gosford District. The Committee questions whether the Police Force has an established policy in relation to vehicle allocation and the ratio between staff and vehicles.
- 5.11. The Committee also sought data from the Police Department on the actual utilization of highway patrol vehicles for the three month period between 1 March 1986 - 30 May 1986. The results obtained by the Committee suggest that a thorough review of vehicle acquisition and utilisation is required. A summary of the information obtained is shown on Table 5.1.
- 5.12. As the tables indicate vehicle utilisation by many units of the Highway Patrol is extremely low. The Highway Patrol Response Group, for example, with an actual staff number of 97, with 22 cars, averages only 4.9 vehicles on the roads during morning shifts and 3.6 during afternoon shifts. The same unit, with 46 motor-bikes attached to it, averages 3.7 bikes on the road during morning shifts and .94 during afternoon shifts. In this context, it should be noted that vehicles used in a.m. shifts should also be available for p.m. shifts.
- 5.13. Many other units average under half their available vehicles on the road at any one time. With regard to motor-bikes, utilisation is even lower. Often only one or two bikes out of a possible seven are being placed on the road.

- 5.14. The Committee understands that a major police objective is to increase the visibility of Highway Patrol officers, that is, to get more police, in marked cars and on motorbikes out on the road. This objective is supported by the N.S.W. Joint Standing Committee on Road Safety (the Staysafe Committee) which, in its Fifth Report "Appropriate Strategies for Police Traffic Law Enforcement", recommended: "That police tactics reflect the fact that a highly visible police presence is of prime importance in any deterrent program." The achievement of this objective must surely be questioned in light of the Committee's findings.
- 5.15. The Committee recommends that the Police Force undertake a comprehensive review of the allocation and utilization of vehicles to its highway patrol units. The Committee also considers that in the light of the alarmingly small proportion of highway patrol staff who actually seem to be on the road, the operations of the Highway Patrol be reviewed in order to enhance its effectiveness. An essential part of this review should be the development of performance indicators. The Committee recommends that such performance indicators be included in the Police Department Annual Report for 1986-87.

ALLOCATION AND UTILISATION OF HIGHWAY PATROL VEHICLES**

Unit Location	Actual No. of Police	No. of Sedans	Average No. of Sedans in Use by Shift			No. of Motor Bikes	Average No. of Bikes in Use by Shift		
			AM	PM	Special*		AM	PM	Special*
			Albury	20	7		3.9	4.1	
Bass Hill	29	7	3.9	5.4	1.6	5	1.2	1.3	
Bathurst	11	4	3.3	1.2					
Campbelltown	24	7	5.7	4.8	1.0	2	.2	0.1	
Canterbury	18	7	2.6	3.0	0.78	6	1.5	1.6	
Charlestown	32	11	3.9	3.2	1.2	6	1.3	0.9	0.2
Chatswood	28	8	4.8	4.75	0.4	6	2.3	1.9	
Dubbo	9	4	2.4	1.3					
Engadine	25	7	3.9	4.4	0.5	4	1.05	0.8	
Five Dock	21	7	4.6	4.9	0.3	7	1.3	1.1	
Frenchs Forest	31	10	6.5	7.0	2.2	2	1.0	1.0	
Gosford	45	12	8.55	5.85		6	1.8	0.4	
Goulburn	18	7	4.1	4.1	0.1	2	0.4		0.5
Highway Patrol									
Response Group	97	22	4.9	3.6	2.7	46	3.7	0.94	0.76
Hurstville	25	7	3.2	3.7	1.3	7	1.46	1.16	
Lithgow	7	3	1.9	1.1					
Liverpool	26	7	4.5	5.1	1.0	6	1.5	1.2	
Maitland	12	5	2.7	2.0	0.3	2	1.1	0.8	
Maroubra	24	7	4.3	4.0	1.0	7	2.1	2.5	
Mittagong	11	4	2.5	2.8		1	0.2	0.2	
Orange	8	3	1.1	1.2					
Parramatta	70	20	10.0	6.5	8.5	15	4.1	2.6	4.3
Penrith	57	17	10.9	9.5	1.0	6	1.9	1.9	
Queanbeyan	11	4	2.7	2.5		1	0.6	0.6	
Tamworth	8	4	2.1	2.0		2	0.8	0.5	
Taree	12	5	2.4	2.0	1.0	2	0.6		
Toronto	10	3	1.4	1.5	0.7				
Wagga Wagga	17	6	3.4	3.2		2	1.0	0.9	
Warilla	39	9	7.6	6.8		6	2.3	1.7	

** Data Supplied by the Police Department.

* Special shifts commence early morning or late evening.

POLICE RESPONSE TO RECOMMENDATIONS OF FIFTH REPORT

RECOMMENDATION (1): The fortnightly budget of overtime hours allocated to each area be in accordance with the area's seasonal needs rather than an average proportion of the yearly total.

POLICE COMMENT

- * Implemented.
- * "Seasonal needs" is an integral factor in determining fortnightly budgets of overtime hours allocated to each area.
- * Superintendents in charge of Districts and Branches are allotted fortnightly allocations to cover overtime/shift allowances and public holiday expenditure. Each allocation is determined in the light of a variety of factors including seasonal needs.
- * In line with the principle of District Autonomy it is the responsibility of Superintendents in charge of districts and branches to allocate to each of the Divisions and Units under their control separate budgets taking into account seasonal factors, public holidays, special occurrences and any specific requirement.
- * To enable an effective overview to be kept on allocations and to ensure that seasonal factors are readily identified the following monitoring mechanisms have been implemented:-
 - regular budget meetings are held within each District and Branch;
 - it is the responsibility of Superintendents in Charge to monitor trends at the District level; and
 - a fortnightly return of expenditure made by each area is submitted to Police Headquarters and then analysed by the Management Review Branch.
- * Details of the allocations made to District and Branches for 1985/86 are attached.

RECOMMENDATION (2): A reserve of overtime hours should be held by Head Office for allocation to areas where extraordinary events occur.

POLICE COMMENT:

- * Implemented. A reserve of overtime hours and shift allowances is held by Head Office.
- * In the 1985/86 Department's Budget, provision was made for:
 - \$966,930 Overtime Reserve
 - \$ 60,632 Shift allowance reserve

RECOMMENDATION (3): As a prelude to consideration of additional manpower requirements the Police Department develop a comprehensive staff Management Programme which will enable the deployment of existing Police resources in the most efficient and effective manner.

POLICE COMMENT:

- * Implemented.
- * A number of strategic mechanisms/units have been developed within the framework of an overall Staff Management Programme. The mechanisms are:-
 - (a) establishment of a Staff Deployment and Analysis Unit. This Unit recommends the deployment of Police manpower in a manner that will ensure maximum Police operational effectiveness;
 - (b) introduction of a Police computer system in February, 1984. The system is aimed at and will provide an overview on Police manpower resources and has substantially streamlined personnel procedures and practices; and
 - (c) establishment of a Management Review Branch which is responsible for monitoring management practices and procedures. The Branch works in

combination with the Staff Deployment and Analysis Unit in the development of management strategic goals.

In addition to the mechanisms highlighted above the following action has been taken:-

- (a) a Command and Control Project team is developing recommendations for a Radio and Computer Assisted Despatch for the Sydney Police Centre. When operational, computer assisted despatch tapes will complement the work of the Staff Deployment and Analysis Unit - providing data for the deployment of resources.
- (b) a Task Force has reported to the Assistant Commissioner, (General) to:-
 - . rationalise Police manpower deployment, and
 - . maximise the number of general duty Police in operational roles: implementation is proceeding.
- (c) the Phase III report of Hay Associates - action to implement at the management level the recommendations made in the Phase III report is currently being taken; and
- (d) Positional Promotion Task Force - a Police Positional Promotions Unit is implementing the recommendations of the Task Force.

RECOMMENDATION (4): Data collection systems be developed to provide basic information on key staffing variables such as sick leave, transfers and deployment.

POLICE COMMENT:

- * Implemented.
- * Strategies aimed at providing this information have been developed:-
 - . Sick leave - A computer system is recording Police sick leave absences for each fortnightly period. Circular 86/11 is attached for information.
 - . Transfers - Computer resources will be utilized for this purpose when those resources become available (see position recommendations 7, 8 and 9);
 - . Deployment - the Staff Deployment and Analysis Unit recommends the deployment of Police manpower in a manner that will ensure maximum Police operational effectiveness. The Unit has established data collection systems for the purposes of manpower deployment.

RECOMMENDATION (5): Management skills and techniques be developed in Police Administration so that information collected may be analysed, assessed and interpreted.

POLICE COMMENT:

- * Implemented.
- * The Police Department encourages Police officers and Public Servant support staff to undertake tertiary studies and/or specialised short term training/study courses which will enable them to acquire management skills and techniques that will enhance the overall management and administrative capability of the Department - see also response to recommendation 34.
- * The administrative/management capability of this Department has been upgraded:-
 - . on an individual basis on the Public Service side by bringing people possessing management skills/techniques/experience and expertise into the organisation;
 - . by utilizing consultants in the development of management techniques and structural change; and
 - . by restructuring the administrative arms of the Department.
- * The following specialised units have been created to provide senior Police management with a capacity to ensure effective decision making:-
 - (a) Commissioner's/Secretary's Policy Unit - the unit is responsible for reviewing, analysing and formulating policy for the Commissioner, the Secretary and their Executive officers.

- (b) Management Review Branch - the Branch is responsible for regularly and systematically reviewing work being performed in all areas of the Police service with a view to ensuring the efficiency and continued relevance of systems, procedures and controls;
- * Additionally, the decision making and planning process is facilitated by four key mechanisms:-
- (1) Senior Executive Policies and Priorities Group:
Responsible for:-
 - . developing the Corporate Plan, approving associated strategies, and monitoring progress towards the achievement of objectives within designated time;
 - . considering recommendations for major change or new policies including those flowing from government initiatives;
 - . setting overall priorities;
 - (2) Financial Policy Group: Responsible for:-
 - . developing budgetary proposals, recommending allocations and closely monitoring expenditure and results;
 - . initiating and monitoring activities leading to the development and implementation of programme budgeting on a department-wide basis;
 - . overseeing the introduction and maintenance of decentralised budgets; and
 - . examining proposals and making recommendations to the Senior Executive Policies and Priorities Group on major financial issues;
 - (3) Computerisation Control Committee:-
 - . ensures that developments to the Police Computer System are in accordance with the strategic plan and corporate aims and is responsible for the allocation of priorities and resources.
 - (4) Properties Group. Responsible for:-
 - . making recommendations to the Senior Executive Policies and Priorities Group in respect of:-
 - (i) major policy decisions
 - (ii) draft programmes of Building Works
 - (iii) final programmes of Building Works
 - (iv) special projects

RECOMMENDATION (6): A scale of priorities be developed in the Force so that Police are deployed in the areas of greatest need.

- POLICE COMMENT:**
- * Implemented.
 - * Police are now deployed on a priority of need basis.
 - * The Standing Committee on Police Staffing and the Staff Deployment and Analysis Unit were established with the object of providing the resources and raw data essential to enable priorities to be developed.
 - * The Management Review Branch is responsible for monitoring indicators of staffing deficiencies, (excessive overtime etc.) to ensure that effective staffing levels are maintained.
 - * See response to Recommendation 3.

RECOMMENDATION (7): Centralised statistical records of all transfers be kept.

- POLICE COMMENT:**
- * Partially implemented.
 - * This recommendation has not been fully implemented due to the non availability of computer resources.
 - * It is intended that the Police Personnel computer system be the central repository for transfer/statistical data.
 - * However, computer resources are being utilized for higher priority projects at present.

* Currently, statistical data is recorded manually.

RECOMMENDATION (8): The causes, necessity and frequency of transfers be monitored.

POLICE COMMENT:

- * Implemented. The Police Transfer Unit and the Staff Deployment and Analysis Unit are responsible for monitoring transfers - the causes, necessity and frequency.
- * Police personnel transfer policies have been developed with the object of rationalising Police transfers to achieve maximum efficiency and effectiveness.

RECOMMENDATION (9): Steps be taken to control transfers and to revise the current inefficient and disruptive system.

POLICE COMMENT:

- * Implemented. Mechanisms have been introduced to control transfers.
- * Transfers of Commissioned Officers are examined by a committee under the chairmanship of the Deputy Commissioner (Administration). Transfers of other officers are dealt with by the Personnel Branch. The criteria applied is that the least disruption, and cost, should be incurred and that regard be had to known future movements so that unnecessary, or only short term transfers are avoided. In each instance the need for the transfer is thoroughly investigated.
- * In addition the Task Force established under Assistant Commissioner Bunt (see Recommendation 6) will also be reviewing the existing transfer system as part of its overall review.

NOTE

A review conducted by the Department has disclosed that the recording definition for a transfer which was the integral component in the transfer data analysed by the Public Accounts Committee contained definition anomalies in that:

- (a) the initial appointment of probationary constables was recorded as a transfer; and
 - (b) in some instances Police attending training courses, were recorded as transfers - a transfer to the course and a transfer on return to duty.
- * The recording definition criteria has been revised to remove anomalies.

RECOMMENDATION (10): The length of time that an officer is likely to remain in the Force be a factor in determining the officer's suitability for further promotion.

POLICE COMMENT:

- * Implemented.
- * The Police Force adheres to the philosophy of promotion on merit.
- * In addition to the principles of positional promotion on merit the Police Force is also required to apply statutory age barriers in assessing suitability for promotion:-
 - at age 58 years for promotion between ranks;
 - at age 59 years for promotion within a rank.

RECOMMENDATION (11): A non-effective list be established at Police Headquarters. Officers on long term absence from duty should be transferred from active duty to the non-effective list.

POLICE COMMENT:

- * Implemented. A non effective list is now maintained.
- * However, the list basically is utilized to record Police personnel who for various reasons are off duty for extended periods owing to illness.

- * To maximise the effectiveness of the non effective list it is now intended to extend the recording requirement to include Police on:-
 - . Long Service Leave;
 - . Leave Without Pay;
 - . Maternity Leave;
 - . Overseas and interstate study hours;
 - . Police on suspension;
 - . Secondment to the Australian Federal Police Force,
 - . Liaison positions (both inter State and intra State)
 - . Secondment to other Government bodies.

RECOMMENDATION (12): The Police Force review the duties performed by sworn Police and where their unique qualifications are not essential to the performance of those duties the Police officers concerned be replaced so that they can resume appropriate duties.

POLICE COMMENT:

- * In 1983 the Government decided that members of the Police Force performing largely clerical functions should be replaced by public service officers. In accordance with that decision the Commissioner of Police was required to nominate fifty police positions suitable for that purpose. The nominated positions became the subject of an industrial dispute with the Police Association and was finally determined by the Full Bench of the Industrial Commission.
- * The parties created the Establishment Review Committee for the purpose of examining these and other positions nominated by the Commissioner which can be successfully carried out by public service officers. The Committee is proceeding under these terms of reference.

RECOMMENDATION (13): The Force review all technical and scientific areas with a view to employing persons with proper tertiary qualifications to assist the Police.

POLICE COMMENT:

- * A review has been conducted. The Department is satisfied that the qualification and technical expertise requirements for persons employed in scientific areas is appropriate and satisfies current and future needs.
- * The Department considers that Police officers undertaking specialised tertiary qualifications (relevant to the areas) must have the opportunity to be exposed to the technical working requirements in these areas to enable them to achieve the standard of expertise necessary to perform scientific investigative tasks in such areas.
- * On those rare occasions that specific technical tasks arise, the Department utilizes, and will continue to utilize the services of private consultants from universities.

RECOMMENDATION (14): The Force take immediate action to collect sick leave statistics.

POLICE COMMENT:

- * Implemented.
- NOTE
- * See comments including Circular 86/11 - Recommendation 4.

RECOMMENDATION (15): The requirement for city Police to report to the Police Medical Officer before resuming work after minor ailments be discontinued.

POLICE COMMENT:

- * Implemented.
- * See comments including Circular 86/11 - Recommendation 4.

RECOMMENDATION (16): Consultants be engaged to undertake a detailed study of the incidence and causes of sick leave within the Force and to make appropriate recommendations to ensure that all sick leave taken is warranted.

POLICE COMMENT:

- * Implemented.
- * Dr A. Williamson, Research Scientist and Mrs B. Clarke, Technical Officer, Division of Occupational Health, Department of Industrial Relations have undertaken a detailed analysis of the possible reasons for high absenteeism in the Communications Section and identify measures to overcome them.
- * Additionally, Mira Consultants have commenced a macro analysis of the incidence and causes of police sick leave. Their report will complement a number of Departmental strategies aimed at the minimisation of sick leave.

RECOMMENDATION (17): Subsequent to the study recommended above Police Rules be appropriately reviewed.

POLICE COMMENT:

- * Police rules have been reviewed to incorporate several important Departmental initiatives which are highlighted in Circular 86/11 at Recommendation 4.
- * Instructions will continue to be scrutinised in order to further improve efficiency and effectiveness and to take into account the findings of the external consultants.

RECOMMENDATION (18): Rostering procedures be reviewed to ensure that where officers have advance notice of their requirements to attend Court they are rostered accordingly.

POLICE COMMENT:

- * Implemented.
- * Officers are now required to complete a form to assist in rostering. The form is forwarded to the Office of the Clerk of the Peace. That Office is endeavouring to list cases around the known movements of Police. Police are rostered accordingly.
- * The Department liaises closely with the Office of the Clerk of the Peace to ensure the system operates effectively.

RECOMMENDATION (19): Police Prosecutors seek the concurrence of Magistrates to be appointed as common informants in respect of listed matters.

POLICE COMMENT:

- * Implemented.
- * Procedure has been reviewed in consultation with the Department of the Attorney General and of Justice (Magistrates Courts Administration).
- * The practice has now been adopted whereby Police Prosecutors are allowed to tender fact sheets at the initial hearing. (mention stage).

RECOMMENDATION (20): Attendance and identification procedures pursuant to the Coroners' Act be reviewed.

POLICE COMMENT:

- * It is not proposed to alter the existing procedure.
- * A review conducted in consultation with the Coroner has disclosed that it is necessary for the existing procedures to remain because:-
 - (a) it is a responsibility of the Police Force for the investigation/ identification of deceased persons;
 - (b) the existing methods are fool-proof; and

(c) the introduction of other measures (with the object of saving time and expense) would not ensure the accuracy of identification currently obtained.

The Existing Procedure

- * Two Identification Parades are held at the Coroners Court daily, Monday to Friday - 9.30 a.m. and 2.30 p.m. respectively.
- * One Identification Parade is held on Saturday, Sunday and Public Holidays - 9.30 a.m.
- * The purpose of the parades is to enable Police to identify the deceased to doctors and be available to answer any queries put by the doctor. Police are then free to depart.
- * All necessary tasks involving the post mortem examination of the deceased together with any analytical examination of organs is attended to by Police attached to the Coroners Court.
- * Provision is made for relatives of deceased persons to identify the body to Police - on a 24 hours any day basis.
- * Police usually attend the Coroners Court approximately half an hour prior to an identification parade - to enable perusal of necessary paper work. Maximum time spent at the Court is 1 hour (approximately).

NOTE

- * In the 1982 second edition of his book "Coronial Law and Practice in New South Wales", - Mr K. M. Waller, a former Sydney City Coroner said:-

"Identity. Proof of the identity of a deceased person is a basic requirement of a coronial investigation. From a social standpoint it is possibly the most important consideration. For this reason detailed attention is paid to matters of identity and identification from the moment a death is reported. Police attend the scene, and after initial inquiries have been made, a Police Officer accompanies the body to the morgue and supplies such details relating to the deceased as are then known. If the pathologist or government medical officer is not then available, the Police Officer will return later, identify the body to such medical officer and supply him with such further information that he may possess, particularly as to the medical background of the deceased. The medical officer will include in his post mortem the name of the deceased, or a description if the name is unknown, and the name of the Police officer or other person who identified the body to him. The chain from the site of death to the performance of the autopsy is then complete.

THIS METHOD IS CUMBERSOME AND EXPENSIVE, BUT IS VIRTUALLY FOOLPROOF. A CONFUSION OF BODIES AND POST MORTEM REPORTS WOULD SOON BRING THE WHOLE CORONIAL SYSTEM INTO DISREPUTE."

RECOMMENDATION (21): Officers stationed in the Sydney Metropolitan area be attached to the Police Academy during any training period of one week or more.

POLICE COMMENT:

- * Implemented at Goulburn Police Academy.
- * The recommendation was formulated with the intention of reducing the level of travelling time allowances incurred by Police in attending courses at the former Redfern Academy.
- * From 1 May, 1984, the Academy was relocated to Goulburn. Training has since been progressively transferred to this modern and highly specialised residential educational centre with a view to phasing out the fragmented and inadequate accommodation and facilities in Sydney.

RECOMMENDATION (22): A relief pool of Police Officers be established to serve in a temporary capacity during the absence of permanent Officers.

POLICE COMMENT:

- * Not implemented.
- * No action can be taken on this recommendation at the time. It is not possible to introduce an effective relief pool system within the constraints of the existing Police strength.
- * The introduction of a relief pool(s) would necessitate staffing with experienced Police officers to obtain an effective level of operation. Probationary Constables would not have the requisite experience necessary to perform the full range of duties and responsibilities associated with Police operational roles.
- * The redeployment of experienced Police Officers to staff relief pool(s) would cause significant staffing problems within Districts and Branches - they would not be able to provide the community with an efficient and effective Police presence.

NOTE

In order to provide a twenty four hour relief component a relief pool(s) would require staffing on the basis of three shift rostering. Substantial numbers of Police would be involved to ensure the system operated effectively.

RECOMMENDATION (23): Rostering practices be monitored at both District and Head Office levels.

POLICE COMMENT:

- * Implemented.
- * District and Branch Superintendents monitor the effectiveness of rostering practices by the regular appraisal of arrangements to ensure the most efficient use is being made of resources.
- * The Management Review Branch also oversees the rostering procedures. The Branch has formulated and implemented measures to eliminate various anomalies.
- * The Research and Development Branch has designed an automated rostering system which will be introduced later this year. This systems design will achieve considerable savings by the elimination of labour intensive procedures to ensure resources are utilised to the best advantage.

RECOMMENDATION (24): Rostering procedures be reviewed in conjunction with the recommended Staff Management Programme.

POLICE COMMENT:

- * Following a review, all Districts, in line with the principle of District autonomy now set their own rostering procedures with the aim of achieving maximum efficiency and effectiveness.
- * The following is a composite list of strategies utilized by District Superintendents to monitor the effectiveness of rostering procedures and the level of expenditure incurred in respect of overtime and shifts:-
 - (a) regular review of rostering arrangements to ensure the most efficient use is being made of resources;
 - (b) daily monitor expenditure on overtime shift allowances and travelling time to ensure economies are being maintained;
 - (c) arranging for court matters, involving Police on transfer to be set down for hearing on dates which involve the least number of returns to former Stations for Court attendance;
 - (d) ensuring (where possible) appropriate shifts are worked to alleviate overtime; and
 - (e) reviewing the performance of each Division monthly.
- * Additionally, the Management Review Branch overviews the efficiency levels and effectiveness of rostering procedures within individual Districts.
- * The Staff Deployment and Analysis Unit also performs the role of ensuring that staffing levels are maintained within each District - by evaluation of workload study information and comparative relativities.
- * Comments for Recommendation 23 also refer.

RECOMMENDATION (25): Civilian clerical staff be employed in the preparation of rosters, payroll and personnel records.

POLICE COMMENT:

- * The Department ensures, where possible, that civilian clerical staff are utilized in the preparation of rosters, payroll and personnel records.
- * Refer to comments for Recommendation 12.

RECOMMENDATION (26): Data processing systems be revised so that they produce information which may be used by management to:-

- * Gauge the growth in overtime and the degree of relationship to base salaries.
- * Assist in making decisions and taking action regarding overtime.
- * Assess the success or otherwise of policy initiatives.

POLICE COMMENT:

- * Implemented.
- * A micro computing system is being used by the Management Review Branch to monitor overtime expenditure. In addition, the Budgetary Accounting System detailing actual expenditure is monitored by the Budget Branch.
- * On 2 December, 1985, the Management Review Branch commenced monitoring overtime by causal factor. This involves all overtime worked being coded according to the reason it was incurred.
- * This will be a very effective management tool, as it provides timely and relevant information, not only in the dissection of expenditure of financial resources, but also in the deployment of human resources as well.
- * Officers in charge at the respective cost centres are now able to monitor such areas as:-
 1. roster procedures, daily and annual leave
 2. areas of staff shortages
 3. ranks of police working overtime
 4. areas in which overtime is being created
 5. instances of arrests consistently being made late in shift, thereby generating overtime
 6. cost benefit of special operations as opposed to normal preventive policing
 7. accurate costing of strategies and tactics
 8. overtime created by sick leave, both short term and long term.
- * Superintendents in the field are studying the returns to identify areas which require immediate management attention and/or investigation.
- * The Management Review Branch also utilise this management information to conduct reviews of selected areas in order to enhance the efficiency and effectiveness of the Police Service.
- * The Research and Development Branch are currently developing a mainframe design in respect of police overtime which will further upgrade the management information system by the provision of up to date records of each cost centre's current and projected budget position at a minimum cost. The costings of overtime and allowances produced will be automated along with casual factors.

RECOMMENDATION (27): Prior to re-negotiation of the Non-commissioned Police Officers Agreement discussions be held with the Police Association on alternative compensation packages, e.g., lump sum allowances in lieu of overtime for those sections of the Force such as the C.I.B., whose work is especially prone to overtime.

POLICE COMMENT:

- * The Police Department is opposed to the concept of an allowance in lieu of overtime or any other penalty rates.
- * The Department's position in this regard was conveyed by the former Commissioner in a letter to the Public Service Board dated 6 July, 1984.

- * The concept of overtime allowances for Police working in specified areas is inequitable in that the level of such an allowance could not readily reflect the overtime worked by individual officers.

RECOMMENDATION (28): The Force collect medical and sick leave data and analyse the causes and frequency of sick leave so that problem areas can be identified and corrective action taken.

POLICE COMMENT: * Action to this end has been taken. See responses to Recommendations 4, 14 and 16.

RECOMMENDATION (29): Before promotion or transfer of Police Officers into areas which may require long hours they be medically assessed to ensure that they can cope with the demands of ;the job without detriment to their health.

POLICE COMMENT: * Implemented.
 * If a member experiences ill health at his/her present rank it is not considered appropriate for this organisation to burden him/her with additional responsibilities which necessarily accrue through promotion. Health and attendance records are important considerations in the promotion system and all Selection Committees have been directed to closely review these aspects during their deliberations. See Circular 86/11 - Recommendation 4.
 * Additionally, Police Officers are required to submit to a medical examination to gain promotion to Commissioned rank.
 * In order to gain transfer or placement into specialised areas of the Police Force eg. Special Weapons and Operations Squad, Tactical Response group etc. Police are required to submit to a medical examination.

RECOMMENDATION (30): All positions which require long hours under strain be reviewed with a view to changing job conditions to minimise possible health hazard.

POLICE COMMENT: * Partly implemented.
 * See comments for Recommendations 16 and 29.

RECOMMENDATION (31): Modern management systems be introduced at both Districts and Head Office levels to enable adequate internal controls and performance monitoring.

POLICE COMMENT: * Implemented.
 * Management systems were streamlined in 1983 when more effective District and Branch management practices were implemented by authorising those decentralised units to exercise greater financial administrative controls.
 * The subsequent restructuring of the Department's administration has strengthened this process and with the benefits of strategic planning and the greater utilisation of the Wang computer network management performance measures have been identified for review against program objectives.
 * Decision-making has been co-ordinated by the establishment of a Senior Executive Policies and Priorities Group which comprises of the Commissioner, Secretary and the Deputy Commissioners. This Group ensures that activities are carried out in compliance with relevant legislation, defined mission, the highest ethical standards and recognising contemporary community needs.
 * The Management Review Branch is being restructured to improve its overall stature and fully meet its obligations imposed by the Public Finance and Audit Act. The creation of four sections; E.D.P., Financial Audit, Management Review and Program Evaluation will provide a comprehensive coverage to assess the adequacy of internal controls, monitor management performance and meet the

expectations of the Public Accounts committee in its Report No. 15 issued in June, 1985.

RECOMMENDATION (32): Expert consultants, from both within and outside the public service, be engaged in formulating and implementing effective management systems.

POLICE COMMENT:

- * Implemented.
- * A number of expert consultants from within and outside the public service, have been engaged to formulate and implement effective management systems including:-
 - Mr R. Evans, private management consultant - engaged to evaluate and develop guidelines for initial recruitment interviews and selection committee techniques;
 - Mr B. Chapman, private consultant, University of New South Wales - engaged to develop guidelines for staff appraisal and other computer processed matters;
 - Hay and Associates - organisation structure and position analysis; and
 - Dr. T. Pascoe, private management consultant - engaged to develop strategic management plans for specific areas of the Department.
 - Arthur Young and Associates with the Program Evaluation Unit, Public Service Board have been utilised to train officers in program evaluation.

RECOMMENDATION (33): Appropriate training on management and resource deployment be introduced into Police Training Courses at all levels of the Force.

POLICE COMMENT:

- * Being progressively implemented.
- * Management and resource deployment courses form a fundamental curriculum component in Police Training.
- * The topics covered in Training courses include:-
 - Organisational principles and the Police Department;
 - Conference leading;
 - Motivation;
 - Attitudes and Morale;
 - Discipline;
 - Management Communications;
 - Staffing Evaluation;
 - Counselling;
 - Delegation;
 - Leadership;
 - Decision making;
 - Issuing orders;
 - Induction;
 - Training and Development;
 - Role of the Sergeant (or Constable First Class) within the Police Force;
 - Professionalism.
- * Specifically, the following courses have been developed:-
 - (a) "Basic Supervision" and "Supervision/Management Principles" - included as subject in qualifying examinations for promotion to the ranks of Constable First Class and Sergeant Third Class;
 - (b) "Practical Management: and "Financial Supervision" - lectures are given during Senior Sergeants courses;
- * In addition to set curriculum subjects, in service seminars are regularly held. Leading managers and management consultants from industry and other Government organisations are engaged as lecturers.
- * The principles of management skills and practices also comprise an integral component within the overall training programme for new recruits.

- * The Police Board is interested to ensure increased management training within the Police Service.

RECOMMENDATION (34): Police officers be encouraged by suitable incentives to obtain tertiary qualifications in management and administration.

POLICE COMMENT:

- * Implemented.
- * Police are given an allowance of \$300 p.a. on successful completion of an approved degree course or attainment of the Associated Diploma in Justice Administration. An allowance of \$150 p.a. is paid to those members holding the Diploma in Criminology.
- * Officers are actively encouraged by the provision of study leave to pursue relevant courses and are eligible for refunds of fees.
- * In accordance with the principle of promotion by merit, educational qualifications are considered in determining the suitability and capability of applicants.

RECOMMENDATION (35): Increases in the strength of the Police Force for the purpose of reducing overtime should only be made where it can be shown specifically that particular causes of overtime would be eliminated by the appointment of an additional officer or officers.

POLICE COMMENT:

- * The rationale behind this recommendation is appreciated.
- * However, overtime is only one of a number of factors taken into account in assessing recommendations for increases in the strength of the Police Force.
- * Overtime performed by Police is of itself a reflection of the nature of Police work. In the substantial majority of cases it is unavoidable and is performed out of the necessity to maintain, within the constraint of actual Police strength, an efficient and effective Police presence in the community.

PUBLIC HOLIDAY : OVERTIME : SHIFT ALLOWANCES : 1985/86

DISTRICT BRANCH	PUB. HOLIDAY TOTAL	SHIFT PERIOD	TOTAL SHIFTS	O/TIME PERIOD	TOTAL O/TIME
A	120000	27529	715754	17000	442000
B	50000	10965	285090	10000	260000
C	77000	15826	411476	10650	276900
D	70000	16505	429130	9760	253760
E	76000	16270	423020	11050	287300
F	75000	27927	726102	17050	443300
G	122500	27610	717860	14750	383500
H	101000	21214	551564	16750	435500
I	81000	19930	518180	17500	455000
J	92000	21385	556010	25060	651560
ALBURY	46000	5307	137982	10500	273000
BATHURST	38000	6732	175032	5000	130000
DJIBBO	46000	8380	217880	10600	275600
GOULBURN	70000	11427	297102	14500	377000
LISMORE	66000	12185	316810	20000	520000
NEWCASTLE	117000	25050	651300	19750	513500
PARKES	27000	6380	165880	7000	182000
RYEWORTH	50000	10011	260826	11850	308100
WAGGA	35000	7455	193830	7500	195000
WYONG	82000	16340	424840	12250	318500
20 DIV.	20000	2900	75400	7500	195000
ACADEMY	1000	300	7800	250	6500
B.C.I.	4500	600	15600	14500	377000
C.R.B.	15000	1500	39000	1050	27300
C.I.B.	70000	6703	174278	36000	936000

D. & R.	25000	5400	140400	6500	169000
D.L.E.B.	3750	3500	91000	15500	400000
I. AFFAIRS	----	100	2600	2270	59020
LEGAL ADV.	----	25	650	700	18200
LICENSING	1000	90	2340	250	6500
PERSONNEL	----	150	3900	4415	114790
PLAN & RES.	----	60	1560	300	7000
PROSEC.	1000	70	1820	2500	65000
S. OP. GRP.	10500	2850	74100	6215	161590
T. R. G.	13000	3540	92040	5000	130000
T. S. B.	51000	7040	183040	25500	663000
TRAFFIC	36000	7862	204412	8000	208000
YOUTH CLUBS	1000	550	14300	100	2600
TOTALS	1701250	357668	9299368	405070	10531820

CIRCULAR No. 86/11

Police Department,
COMMISSIONER'S OFFICE,
SYDNEY. N.S.W. 2000.

File No.: 00172865

Date 31st January 1986

Sick Leave Reporting Procedures.

All Police are advised that current sick leave reporting procedures have been reviewed.

As a result I have approved of Circular 85/141 being cancelled and replaced henceforth by the attached Instruction 8. The new revised Police Instruction is comprehensive and should be studied in detail by all members of the Force so that they become familiar with their responsibilities in this important area.

Many existing procedures will remain unaltered. However, I would emphasise that several important initiatives have been introduced and these are highlighted below for particular attention :-

1. Paragraph 10 of the Instruction reminds members that their health records will be the subject of review on appearance before Selection Committees.

If a member experiences ill health at his/her present rank I do not believe it is appropriate for the organisation to burden him/her with additional responsibilities which necessarily accrue through promotion. It should be clearly understood I regard health and attendance records as important considerations in the promotion system and all Selection Committees have been directed to closely review these aspects during their deliberations.

2. Where possible, all Metropolitan Police absent from duty on sick report for 15 days or more on any one occasion or for an accumulation of 15 days in any period of 12 months will be required to be examined by the Police Medical Officer.

Divisional/Branch Inspectors will be responsible for ensuring that this is complied with.

The relevant Instruction is set out on page 5 paragraph 23(d) of the annexure.

3. Any member absent on sick report on 4 occasions in any period of 12 months, excluding absences supported by a medical certificate, will be interviewed by the Divisional/Branch Inspector who may direct the member to submit a medical certificate for each and every further absence on sick report until otherwise advised.

The Inspector may also direct the member to attend the Police Medical Officer following such absences.

The relevant Instruction is set out on page 8 paragraph 29.4 of the annexure.

The above changes to the sick leave reporting procedures have been introduced to ensure that an adequate level of care and attention continues to be extended to officers who experience ill health and I expect them to be fully implemented.

COMPUTERISATION OF SICK LEAVE RECORDS

Most members will be aware that action is currently being taken to computerise sick leave records. Computerised sick leave returns have previously been issued to all Divisions and Branches. That system is in the early stages of development.

As part of the developmental process it has become apparent that a number of procedural changes would improve the data collection system and accordingly, re-designed Sick Leave Return forms and Sick Report Registers are to be taken into use as from the fortnight ending 08 March, 1986.

The following additional details are required to be completed in the Sick Report Register :-

- The rostered shift that would have been performed on the first day of sick report e.g. A, B, C or other;
- Police on Restricted Duty together with the date placed on that duty and the date taken off that duty;
- Sick Leave during Annual Leave or Extended Leave;
- Sick Leave during In-Service Training Course.

The old style Register will be taken out of use and the Police still on sick leave will be transferred into the new Register. Police who are on Restricted Duty at the commencement of the fortnight will be entered into the Register, thereby giving an immediate list of all police on Restricted Duty.

When a member reports off duty on sick leave whilst on Restricted Duty, an entry will be made in the Sick Report Register for the Sick leave period. The member will also remain recorded in the Register as Restricted Duty until taken off that duty.

Initial stock of the Sick Leave Returns and Sick Report Registers have been forwarded to all District Stations/Branches for distribution. Further supplies can be obtained through the Printing and Ancillary Services Section.

Pending the reprinting of the Police Rules and Instructions, a reference to this Circular should be made against Police Instruction 8, paragraphs 10-36. Reference should also be made on Circular 85/141.

J.K. Avery,
COMMISSIONER.

- INDEX HEADINGS:
1. LEAVE (SICK) REPORTING PROCEDURES
- Revised Instructions
 2. SICK LEAVE REPORTING PROCEDURES
- Revised Instructions

ANNEXURE

SICK LEAVE REPORTING PROCEDURES

Police Instruction 8, should be amended as follows :-

PROMOTIONAL SELECTION COMMITTEES

10. The maintenance of a satisfactory health record is an important factor in determining fitness for promotion. Police are advised that these records are considered in respect of promotions and are closely examined by Selection Committees.

STATIONS & SECTIONS

- 11.1 Police incapacitated for duty from illness or injury will promptly report the cause/nature of the incapacity and the anticipated duration of the absence to the Officer in Charge of their Station or Section.
- 11.2 When a member of the Force reports off duty, sick, whether due to illness, injury or hurt on duty, an entry will be made on the telephone message pad, which is to include :-
- a) time and date message received together with the member's name, rank and registered number;
 - b) cause and nature of illness or the injury; and
 - c) the anticipated duration of absence.
12. Police reporting off duty sick/injured will also advise whether there are any matters then being attended to which may require urgent attention and whether there are any cases pending, or he/she is a witness in any cases pending in Court during the absence. In addition a suitable notation is to be placed on the Station or Section duty roster.
13. If the anticipated period of absence exceeds any period previously notified to the Officer in Charge of the Station or Section, the procedures set out in paragraphs 11 and 12 above will again be followed.
- 14.1 In all instances where Police report off duty sick/injured or resume after being off duty sick/injured the particulars contained in paragraph 11 will be telephoned without delay, to the Divisional Head Station/Branch.

- 14.2 Particulars of Police who are placed on or off restricted duty will be telephoned, without delay, to the Divisional Head Station/Branch.
- 15 It will be the responsibility of the Officer in Charge of the Station or Section, to which the sick member is attached, to take all the necessary action with regard to court cases pending and for other Departmental matters in which the member is concerned.

DIVISIONS & BRANCHES

- 16.1 When information is relayed from a Station/Branch to the Divisional Head Station/Branch the following procedures will apply :-
- i) A record will be made on the telephone message pad setting out :-
 - a) the date and time received, together with the name, rank and station of the informant; and
 - b) the name, rank, registered number of the sick/injured member and the date of reporting off or back; or
 - c) the name, rank, registered number of the restricted duty member and the date placed on or taken off that duty;
 - ii) An entry will be made in the Sick Report Register and include :-
 - a) the name, rank, registered number of the Sick/Injured member and the date of reporting off or back;
 - b) the cause and nature of the illness/injury;
 - c) the anticipated duration of the absence;
 - d) in the case where a member is required to visit the Police Medical Officer, the date of such visit;
 - e) the rostered shift that would have been performed on the first day of sick report e.g., A, B, C or Other; and
 - f) whether the illness/injury is claimed as Hurt on Duty;

- g) whether a medical certificate is produced;
 - h) whether the sick leave is during annual leave or Extended Leave;
 - i) whether the sick leave is during an In-Service Training Course, or
 - j) if placed on restricted duty, the name, rank, registered number of the member, the date placed on/off that duty, cause and nature of Illness/Injury and whether the Illness/Injury was claimed as Hurt on Duty.
- 16.2 When a member is attached to the Divisional Head Station in addition to the telephone message as mentioned in paragraph 11.2, the details as mentioned in paragraph 16.1, (ii) will be entered into the Sick Report Register.
- 17 The Sick Report Register will be maintained by the Police performing Station or Branch duty.
- 18 On a daily basis the Administrative Assistant, attached to the Divisional Head Station or Branch, will collect the Sick Report Register and transfer the information contained therein onto a computer readable Sick Leave Return which will be forwarded DIRECT to the Police Medical Branch at Police Headquarters, on the first Monday immediately following the conclusion of the fortnightly roster period.

SUBMISSION OF MEDICAL CERTIFICATES

19. In both metropolitan and country areas, the Officer in Charge of the Station/Section to which the member is attached will ensure that each medical certificate is endorsed with the member's name, rank, registered number and location, after which the medical certificate will be forwarded to the Administrative Assistant.
20. Medical certificates will be submitted by the Administrative Assistant to the Police Medical Branch as soon as they are received.

21. A medical certificate referred to in this Instruction and Police Instruction 9 should be in the hand of a qualified medical practitioner and state the nature of the illness or incapacity and the likely period of absence.

SICK REPORT REGISTER

- 22.1 A Sick Report Register is to be maintained at each Divisional Head Station or Branch and is to be under the supervision of the senior Supervising Sergeant for each shift. The Supervising Sergeant will ensure that full, accurate and legible details are entered into the Register.
- 22.2 At the conclusion of each fortnightly period, the page being used is to be ruled off and a new page commenced. Brief particulars of all Police off on sick report and all police who are on restricted duty will be carried forward to the new page. The brief particulars will include Name, station, registered number, page number of original entry, date off or date on and date Police Medical Officers visit. Upon resumption to duty from sick leave, or resumption to full duties from restricted duty, full particulars will be entered into the Register.

METROPOLITAN AREA

SICK LEAVE

23. A member of the Force attached to a Station or Branch in the Metropolitan Police Area, irrespective of where the member resides, who is incapacitated for duty from illness or injury, except as provided in paragraph 24 of this Instruction shall:-
- a) in the case of absences not exceeding 3 days, resume duty without the necessity of reporting to the Police Medical Officer or obtaining a medical certificate, unless otherwise directed, or
 - b) in the case of absences of 4 days or more, submit a medical certificate to his/her Officer in Charge on or before the third day of such absence. If unable to resume duty at the expiry of any certificate, a further certificate will be submitted.

- c) Before resuming duty, a member need not submit a medical certificate evidencing his fitness to do so unless :-
 - i) a certificate already submitted has indicated that the member would not be fit to resume duty until a later date, or
 - ii) there are other special circumstances which render the submission of such a certificate desirable.
- d) When absent for 15 days or more on any one occasion or for an accumulation of 15 days in any period of 12 months, and in addition to paragraph 23 (b) above, attend as soon as practicable at the Police Medical Branch for examination by the Police Medical Officer and attend thereafter at the completion of each succeeding period of 15 days unless :-
 - i) immobilised due to the injury or illness,
 - ii) in hospital,
 - iii) suffering from an infectious disease, and/or
 - iv) specifically excused by the Police Medical Officer,
 - v) directed by a Police Medical Officer to attend on a specific date less than the completion of each succeeding period of 15 days.

INJURED ON DUTY

24. A member who has been assaulted and/or injured while in the execution of his/her duty or in circumstances described in Rule 76(1) (c) or (d) :-
- a) will submit a medical certificate to his/her Officer in Charge to cover any absence, notwithstanding that the absence may be less than 3 days. If the member is unable to resume duty at the expiry of any certificate, a further certificate will be submitted.

- b) and is absent for 15 days or more on any one occasion or for an accumulation of 15 days in any period of 12 months, will attend as soon as practicable at the Police Medical Branch for examination by the Police Medical Officer and attend thereafter at the completion of each succeeding period of 15 days, unless :-
 - i) immobilised due to the injury or illness,
 - ii) in hospital,
 - iii) suffering from an infectious disease, and/or
 - iv) specifically excused by the Police Medical Officer,
 - v) directed by a Police Medical Officer to attend on a specific date less than the completion of each succeeding period of 15 days.
- c) may be directed, at the discretion of the Divisional or Branch Officer, to produce medical certificates in cases where absences are not involved.

COUNTRY AREA

SICK LEAVE

25. A member of the Force attached to a Station or Branch in the Country Police Area, irrespective of where the member resides, who is incapacitated for duty from illness or injury, except as provided in paragraphs 26 and 27 of this Instruction, shall :-
- a) in the case of absences not exceeding 3 days, resume duty without the necessity of obtaining a medical certificate, unless otherwise directed, or
 - b) in the case of absences of 4 days or more, submit a medical certificate to his/her Officer in Charge on or before the third day of such absence. If unable to resume duty at the expiry of any certificate, a further certificate should be submitted.
 - c) Before resuming duty, a member need not submit a medical certificate evidencing his/her fitness to do so unless:-

- i) a certificate already submitted has indicated that the member would not be fit to resume duty until a later date; or
- ii) there are special circumstances which render the submission of such a certificate desirable.

INJURED ON DUTY

26. A member who has been assaulted and/or injured while in the execution of his/her duty or in circumstances described in Rule 76 (1)(c) or (d):-
- a) will submit a medical certificate to his/her Officer in Charge to cover any absence, notwithstanding that the absence may be less than 3 days.
 - b) if the member is unable to resume duty at the expiry of any certificate a further certificate will be submitted.
 - c) may be directed, at the discretion of the Divisional Officer, to produce medical certificates in cases where absences are not involved.

PROBATIONARY CONSTABLES

27. Probationary Constables in the Metropolitan Area will comply with the directions contained in paragraphs 23 and 24 of this Instruction and in the Country Area will comply with the directions contained in paragraphs 25 and 26 of this Instruction and any other directions made in accordance with Part III, Rule 11 (c) of the Police Rules.

POLICE HELICOPTER PILOTS AND POLICE DIVERS

28. Where a Police Helicopter Pilot or a Police Diver reports off duty sick, they will irrespective of the amount of time the member is off duty, report to the Police Medical Officer before resuming duty. The provisions of paragraph 23 of this Instruction will not apply to Helicopter Pilots and Divers.

SUPERVISION OF SICK LEAVE

- 29.1 If a member resumes duty but, in the opinion of his/her Officer in Charge, is not considered fit for duty, he/she will, in the Metropolitan Area be directed by his/her Officer in Charge to attend the Police Medical Officer for examination and in Country Areas to produce a medical certificate from his/her treating Doctor certifying his/her fitness to resume.
- 29.2 Notwithstanding any provision contained in this Instruction, any member may be directed by the Police Medical Officer to attend the Police Medical Branch for medical examination prior to resumption of duty unless :-
- i) Immobilised due to the injury/illness, or
 - ii) Contrary to the members health.
- 29.3 It is expected that Divisional/Branch Inspectors will oversight members of the Police Force who absent themselves on sick report for short periods and may direct a member to submit a medical certificate for any absence on sick report.
- 29.4 Notwithstanding 29.3 above, any member absent on sick report on 4 occasions in any period of 12 months, excluding absences supported by a medical certificate, will be interviewed by the Divisional/Branch Inspector who may direct the member to submit a medical certificate for each and every further absence on sick report until otherwise advised. The result of any such interview will be the subject of a confidential report which is to be forwarded to the Office of the Commissioner through the usual channels. The Divisional/Branch Inspector may also direct the member to attend the Police Medical Officer following such absences. The Police Medical Officer may also interview any member in this respect and direct similar action.
- 30.1 Where the provisions of paragraphs 11, 12 and 13 of this Instruction have not been complied with, the Officer in Charge of the Station or Section to which such member is attached will communicate with the Police at the Station nearest to which the sick member resides and arrange for a non-commissioned officer to immediately visit the member's residence and ascertain such particulars. The non-commissioned officer making the inquiry will then communicate the result of the visit to the Officer in Charge of the Station or Section to which the sick member is attached.

- 30.2 The Officer in Charge of a Station or Section to which a member of the Force has reported off sick will also arrange for a visit to the residence of the member concerned in circumstances such as :-
- a) Where because of the nature of the illness or injury, the welfare of the member of the Force, or family, may be in doubt. The services available through the Police Welfare Officer and Police Chaplains should be kept in mind for referral of appropriate cases;
 - b) Where because of the nature of the illness or injury, the safety of the member, or other person, may be in doubt;
 - c) Where it may be necessary to seek the return of arms and appointments in terms of Police Instruction 22 (1)(b);
 - d) Where the medical certificates have not been produced in accordance with paragraphs 23, 24, 25 and 26 of this Instruction;
 - e) At the request of a Senior Officer or the Police Medical Officer;
 - f) Other reasons as considered necessary.

REPORTS OF MEDICAL ADVISERS

31. Any report which a medical adviser may desire to furnish in regard to the health of a member of the Force may be forwarded direct to the Police Medical Officer, Police Headquarters, Box 45, G.P.O., Sydney, 2001. In such cases, doctors should be requested to include sufficient of the particulars referred to in paragraph 22 of this Instruction to positively identify the member concerned.
32. Police absent from duty because of sickness or injury will not leave their homes or quarters without reasonable cause unless with the permission of the Police Medical Officer.

SICK WHILST ON LEAVE
UNABLE TO RETURN HOME

33. Any member of the Force who is absent from his/her home, and is too sick to return at the expiration of ANY leave, will obtain from a local Medical Practitioner a certificate stating that such member is too ill to travel home and have same verified by the Officer in Charge of the Station nearest to where he/she is then residing. The Officer in Charge of that Station will then telephone particulars to the Head Station or Branch to which the member is attached where the particulars as set out in paragraph 16 of this Instruction will be recorded. The Medical Certificate will be forwarded direct to the Police Medical Branch and will be endorsed with the member's name, rank, registered number and the Station or Section to which he/she is attached. Unless permission is otherwise given, a further certificate, similarly verified, will be forwarded each week during further absence.

ATTENTION TO POLICE IN HOSPITAL

34. When a member of the Force is admitted to a hospital which is removed from the area where he/she performs duty, the Officer in Charge of the Station or Section to which he/she is attached will communicate by memorandum or telephone the Officer in Charge of the Station nearest the hospital concerned. The latter Officer will then ensure that the member of the Force is visited at regular intervals and assisted in any way possible.

COUNTRY POLICE VISITING POLICE MEDICAL OFFICER

- 35.1 Divisional Officers in the Country Area will report for the information of the Commissioner when a member of the Force from one of their Stations is coming to Sydney to visit the Police Medical Officer or to enter hospital. Any files, medical certificates, etc., relating to the illness or injury should be attached for the information of the Police Medical Officer.

- 35.2 Members of the Force from Stations referred to in clause 1 of this paragraph who are visiting Sydney for medical or hospital treatment should report to the Police Medical Officer before returning to their homes and bring with them any medical reports, X-rays, etc., then in their possession. To minimise delay, the Police Medical Officer should be given prior notice of a member's visit whenever possible.
- 35.3 Members of the Force from Stations referred to in clause 1 of this paragraph who are required to come to Sydney for examination by the Police Medical Officer in respect of illness or injury will bring with them any medical reports, X-rays, etc., then in their possession.

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MINUTES OF EVIDENCE
TAKEN BEFORE
THE PUBLIC ACCOUNTS COMMITTEE

At Sydney on Wednesday, 7th May, 1986

The Committee met at 10 a.m.

PRESENT

Mr J. H. MURRAY (Chairman)

Mr C. M. FISHER

Mr P. M. SMILES

Dr A. J. REFSHAUGE

Mr A. P. WALSH

JOHN KEITH AVERY, Commissioner of Police

ROBERT THOMAS HAWTHORNE, Chief Superintendent, New South Wales Police,

MERVIN KEITH SQUIRES, Detective Sergeant First Class of Police, New South Wales Police Force

LEO FREDERICK VINEBURG, Secretary, New South Wales Police Department,

- * ANGUS DUNCAN McRAE GRAHAM, Assistant Commissioner (Personnel) New South Wales Police Department,
- * KEITH WILLIAM ASKEW, Superintendent of Police, Research and Development Branch,
- * JEFFREY THOMAS JARRATT, Sergeant of Police sworn and examined:

CHAIRMAN: Gentlemen, did each of you receive a summons issued under my hand to attend this Committee?---A. (All witnesses) Yes.

Q. This morning we are having a follow-up inquiry to our 1982 inquiry into police overtime and sick leave. This is in fact the third of our follow-up inquiries. We have dealt with the previous report on health; yesterday we reactivated our previous inquiry into corrective services; and today we are looking at matters in relation to the police.

Before asking Dr Refshauge, who is the member for Marrickville, to initiate the questions, do you have a statement or any further information that you wish to submit to the Committee? ---A. (Mr Avery) We have made submissions for the information of the Committee.

(Mr Vineburg) Has the report from the commissioner and myself been handed to the Committee?

Q. Yes, we have that?---A. I tender further back-up information as matters covered by yourself during this inquiry.

(* These witnesses were sworn at the stage indicated at page 9.)

Q. Do you wish to do that now?---A. It may be out of context.

Q. That is no problem if you wish to do it now. But you do not wish to?---A. I will see how it fits in with the context.

Dr REFSHAUGE: Mr Avery, could you outline to the Committee what steps have been taken by the department to control overtime?

---A. (Mr Avery) We did identify in the report we made some of the particular overtime issues. From an executive point of view, we have made constant demands on the chief superintendents to monitor very carefully any overtime to identify causes. Our management review unit has been following this up and has coded many of the causes, or almost all of the identifiable causes of overtime, and those have been computerized. That information could be amplified more readily by Mr Hawthorne.

Q. That would be appropriate?---A. (Mr Hawthorne) As indicated by the Commissioner, a programme has been implemented within the management review branch. It has coded overtime of all the possible causes of overtime. I refer you to annexure "E" of the report, which gives an indication of the reasons for the police overtime, set out in the left column, the code number, and classifications.

Classifications 1, 2, 3 and 4 in that annexure relate to general duty detectives, traffic police and other police, such as administration style police. The other information relates to total hours worked and total costings. This information is provided to executive management from my branch and to each of the district superintendents, that is, the ten that make up the metropolitan districts and the ten that make up the country districts, and at this stage eighteen in the metropolitan area made up of specialists such as CIB, Drug Law Enforcement Bureau, Bureau of Crime Intelligence et cetera.

These causal factor codes are examined by each individual district superintendent and then he has a direct picture of where our overtime is being caused in his particular district or area of responsibility. For example, you can see provisions for late processing and arresting of offenders, cancelled rest days because of call-back for courts, penalty shifts, et cetera. Should the district superintendent require any assistance in relation to the interpretation of these figures, I have teams that do visit districts on a regular basis to assist the superintendent in looking at those things and giving them their proper interpretation, and at the same time ensuring from the executive's point of view that the district superintendents are in fact following these matters up and ensuring that proper steps are taken within the particular district to contain and control any overtime or other factor that is causing what we perceive as excessive overtime. That is the position so far as the causal factors are concerned. They are monitored on a fortnightly basis.

CHAIRMAN: Who monitors those things?---A. When a member of the police works overtime, the police or public service officer within the division station at the district to which he is attached receives that officer's claim for overtime form. The causal code is entered on the form and it is then collated within the district. That information is sent to my branch, the management review branch, on a fortnightly basis.

Q. Do police or public servants monitor it?---A. Police. But, sometimes, if for example the rostering sergeant or constable has too much work, he will sometimes seek assistance from a public service officer.

Q. Why would not the public service officer be able to monitor that?---A. It is a function that is associated with

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rostering, and within that area there is no reason why a public service officer could not simply put in those causal factor codes on overtime forms.

(Mr Avery) I might interpose and say that that has been given as a responsibility to the commanders of various areas. Certainly, as much of the work as possible would be done by the public service staff.

Q. But it is only a monitoring process. It is not a decision-making process?---A. I agree. But I have given them very clear responsibilities in that area. If it means that there is some need to adjust operational mechanisms in order to achieve this, there has to be a directive approach.

Dr REFSHAUGE: Looking through the major causes of overtime that you list, I think code numbers 981 and 980 relate to sick leave. Are there any other items in that list that relate to sick leave?---A. I do believe that they are the only ones, but I will check.

(Mr Hawthorne) There are also code 912; 981 is the cancelled rest day, and that basically relates to general duty staff; 980 also relates to general duty staff; 912, highway patrol, cancelled rest day, because staff are on sick leave; 911 is highway patrol continuous duty because of short notice sick leave.

Q. They are doing very well. They have no overtime. Is that right?---A. This is simply for one particular period.

Q. What length of period?---A. The fortnight for 21st February, 1986.

Q. One fortnight?---A. Yes. Code 886 is communications, which in other parts of this report is referred to as the

technical services branch - communication, shortage of staff, short notice of sick leave; and 885, communication, shortage of staff, sick leave.

Q. Do you see this fortnight as being unusual or is it an average fortnight? For instance, for controlling demonstrations there is no overtime if you change the procedure?---A. If it were last fortnight, it may be there.

Q. But the ones that are more common like sick leave and so on ---?---A. Pretty average.

Q. Mr Avery, do you consider that 681 000 hours of overtime worked in 1984-85, which leads to the estimate of 650 000 hours of overtime to be worked this year, are all necessary?---A. (Mr Avery) The processes demand that those who authorize overtime ensure that it is all necessary.

Q. I am asking you do you consider that all that overtime is necessary?---A. On the basis of the information provided to me, yes.

Q. Do you think further reductions in overtime can be made? ---A. That is a matter we are always looking at. Hopefully, yes. One of the ways we are hoping to be able to manage our resources with greater economy is by looking at a divestment programme; that is one of our major organizational objectives.

We have recently handed over the operation of country motor registries to the Department of Motor Transport. There is a representative committee that was formed by the former Minister for Police and Emergency Services, looking at the investigation of minor accidents. We are looking at the issue of traffic escorts. There has been a fairly substantial reduction in police involvement in wide load and long load escorts.

Our people are still concerned about those which constitute an obvious danger, such as escort of prisoners to court. We have even floated the thought with various arms of government about the execution of commitment warrants. One that we are beginning to float as a proposition for consideration is the investigation of noise complaints. All of those have great community significance and need to be carefully considered.

But, because of economic constraints and our need to create tight priorities for the application of police resources, we need to take those sorts of things into consideration.

(Mr Vineburg) It might be appropriate at this stage for us to table these documents, Mr Chairman. One is the letter from our Minister telling us of Government's intention to support a ^{civilianization} programme involving 500 police being replaced by civilians, about 550 in total. I think we might table that as it partly answers your question on the types of attempts being made to take away from police those duties that are not essentially police functions to be given over to civilians. They are as follows:



New South Wales

Minister for Police and Emergency Services

16 APR 1986

Mr. J. K. Avery, M.A., Dip. Crim.,
Commissioner of Police,
Police Headquarters,
14/24 College Street,
SYDNEY. N.S.W. 2000 00.

Dear Mr. Avery,

I refer to your submission of 8th April, 1986, concerning the 38 hour week for non-commissioned police.

I have recently advised the Acting Chairman of the Public Service Board of my endorsement to the drafted agreement to be offered to the Police Association. A copy of my letter to Mr. Ducker is attached.

You will note that while I conceded to Mr. Ducker that the use of the Government's civilianisation initiative, (as a mechanism to implement the 38 hour week) would facilitate an early introduction of reduced working hours for police, my main concern is to ensure that the Government's commitments pertaining to:

- the original 50 police identified for transfer from clerical duties to general duties,
- the civilianisation programme (involving 500 police), and
- the 38 hour week (involving 523 police)

results in 1,073 additional police being deployed to operational duties by the end of 1987.

Accordingly, I would appreciate your arranging the provision of regular progress reports on developments regarding these initiatives and advising me of any problems encountered which could prevent the Government's commitments being fulfilled.

Yours sincerely,

GEORGE PACIULLO

Mr. J. P. Ducker,
 Acting Chairman,
 Public Service Board,
 47-53 Macquarie Street,
SYDNEY. N.S.W. 2000 00.

Dear Mr. Ducker,

I refer to your letter of 1st April, 1986 requesting my comments on the drafted 38 hour week package to be offered to the Police Association.

At the outset I would like to indicate both my and the Commissioner's endorsement of the drafted agreement.

I understand from advice I have received from the Commissioner that the Government's civilianisation initiative (announced by the Premier in December last year) is to a large extent being utilised to accommodate the proposed introduction and implementation of the 38 hour week for non-commissioned police.

While I must point out that it was never the Government's intention for these two initiatives to be interrelated, I nevertheless concede that the use of police released from clerical and extraneous type positions will facilitate an early introduction of the 38 hour week to the Police Force.

As you will no doubt appreciate my major concern lies with ensuring that the Government initiatives relating to:

- the original 50 police identified for transfer from clerical duties to general duties,
- the civilianisation programme, and
- the 38 hour week

results in 1,073 additional police being deployed to operational duties by the end of 1987. It is my intention to reinforce this concern with the Commissioner of Police.

In conclusion, I would be grateful if you would keep me regularly informed of developments concerning this issue.

Yours sincerely,

GEORGE PACIULLO

(Messrs Graham, Askew and Jarratt were sworn at this point)

CHAIRMAN: Had you finished, Mr Vineburg?---A.

There is just another document I would like to tender. For some time the Commissioner and our Minister have been very concerned that our overtime is being distorted by the use of police at entertainment and sporting events which are run at considerable profits by entrepreneurs. We are also concerned about other duties performed by police on behalf of private organizations, government departments and individuals, where we do not charge a fee for service.

I would like to tender this document in which the Commissioner and I recommend to the Minister that a Cabinet minute be submitted to introduce a fee for service in those areas. The fee for service would be along the lines of the unit levy incorporated into the ticket price of paying customers in Victoria, which has been well accepted down there for more than forty years, or would be a prescribed hourly rate or part thereof for officers deployed in other circumstances. I might tender that, Mr Chairman. It is as follows:



GP:JS

Reference: SP3 202866

Telephone: 339 0277
ext. 55306

Date:

Submission to the Minister.

Payment for the Provision of Police manpower/services;
Application of a "User Pays" Principle.

- - -

ISSUE

- * On 18 June, 1985, a submission was made to the former Minister seeking his agreement to the application of a broad "user pays" scheme based on:-
 - prescribed charges being introduced for the deployment of Police to entertainment and sports events for which a charge is made for admission;
 - prescribed charges being introduced in instances where Police perform specialised security duty for private organisations/Government Departments and individuals; and
 - the prescribed charges be on the basis of the system operating in Victoria (all revenue collected to be paid into Consolidated Revenue) i.e.:-
 - (a) a Unit levy being incorporated into the ticket price of each paying customer; and
 - (b) a prescribed hourly rate (or part thereof) for each officer deployed.

- * Mr. Anderson sought the views of the Crown Solicitor to clarify the legal implications associated with the proposal. The advice tendered by the Crown Solicitor has been referred to the Department for comment - letter from the Office of the Minister for Police and Emergency Services tabbed.

COMMENT

- * The Crown Solicitor's advice supports the views set out in the original submission to Mr. Anderson - page 3 of that submission pointed out:-

"The existing legislation does not appear to be a barrier to introduction of the "user pays" principle

(particularly having regard to the instances in which charges are currently applied for Police services) However, to dispel any doubt about the matter, it will be necessary to obtain an advising from the Crown Solicitor."

Further, at page 7:-

"Because of the broad policy implications (and the necessity to amend the Police Regulation Act to give statutory backing) the matter will need Cabinet endorsement."

- * In paragraph 4.7, (page 6) of his advice, the Crown Solicitor raised the following issue:-

"if special duty is not "Police Duty", does it constitute remunerative employment in breach of Rule 12(1) or does the payment to be made secure for the officer performing the special duty any "pecuniary advantage from any public contract" in breach of Rule 14?"

- * Central to the proposal outlined in the submission of 28 June, 1985, was the proposition that prescribed charges (revenue paid by entrepreneurs etc.), be collected and paid into consolidated revenue - the Police Department and individual officers will not receive any monetary or other benefit. The proposed financial arrangements would seem to dispel the potential problem raised by the Crown Solicitor.

- * The proposed financial arrangements have been the subject of an earlier submission to the Minister's Office. Treasury has confirmed that all prescribed charges should be paid into consolidated revenue.

Commissioner

Leo J. ...
Secretary.

(2) PURPOSE OF THE PROPOSALS

To give Police a discretionary power to request reimbursement for the costs of deploying Police in the following circumstances - the application of a broad 'user pays' scheme in New South Wales:-

- . prescribed charges being introduced for the deployment of Police to entertainment and sporting events for which a charge is made for admission (including rock concerts/fun runs, etc.)
- . prescribed charges being introduced in instances where Police perform specialised security duty for private organisations/Government Departments and individuals; and
- . the prescribed charges be on the basis of a system operating in Victoria, i.e. all revenue collected to be paid into the Consolidated Revenue Fund.

(3) RECOMMENDATIONS

It is recommended that -

- (i) the Police Regulation Act, 1899 be amended to authorise the Police Department to apply a 'user pays' scheme in New South Wales, based on:-

- . prescribed charges for the deployment of Police to entertainment and sporting events for which a charge is made for admission (including rock concerts/fun runs, etc.)
- . prescribed charges in instances where Police perform specialised security duty for private organisations/Government Departments and individuals; and
- . the prescribed charges being on the basis of a system operating in Victoria (all revenue collected to be paid into the Consolidated Revenue Fund), i.e. -
 - (a) a unit levy being incorporated into the ticket price of each paying customer; and
 - (b) a prescribed hourly rate (or part thereof for each officer deployed).

- (ii) Rule 13(b) of the Police Rules, 1977 be amended by deletion of the word "Police".

(4) SUPPORTING AND/OR BACKGROUND INFORMATION

- . In response to recommendations made by the Parliamentary Public Accounts Committee in its "Report on Police Overtime 1982", the Police

Department has formulated a number of proposals/recommendations to effect maximum economies in (and to lessen the impact on) Police overtime expenditure.

- . The deployment of Police to sporting/entertainment events and to perform security work e.g. guarding of gaols during strikes, guarding of payrolls, etc. has a direct cost in salaries/overtime, etc. and also a hidden cost - the manpower drain impairs the ability of the Police Force to meet its policing obligations to the general community.
- . The Queensland and Victoria Police Forces apply a 'user pays' principle in situations where Police are deployed to sporting/entertainment events and to perform specialised security roles where there is a commercial profit factor or, alternatively, where the service provided minimises cost to the recipient of the service.
- . In both States, the Governments have reconciled the duty to protect life and property with the overriding duty to the community - by ensuring the Police Force is not used as a tool by individuals and organisations whose motives and requirements militate against the meeting of the overriding duty.

Queensland

- . A detailed resume of Queensland's system is set out in Annexure A.
- . Briefly, the system operates on the basis of off duty Police electing to perform duty for payment at a prescribed hourly rate at any racecourse or other place of public amusement for which a charge is made for admission or for duty at any private function or to perform escort duties or duties other than those required to be performed in the ordinary conduct of Police work.
- . The scheme has no specific legislative authority - it is part of the Queensland Police Industrial Award.
- . Police performing 'special service' are employees of the Police Commissioner and are regarded as being 'on duty'. The normal industrial/compensation privileges under the Police Industrial Award apply.

Comment

- . The Queensland scheme is designed to save Police manpower thus ensuring the predominate obligation to the policing of the community is maximised.

It is not aimed at reducing overtime expenditure or expenditure on the ordinary conduct of Police work.

There are a number of deficiencies with the system including:-

- (a) It operates on the basis of off duty Police electing to perform "special service" duty. Officers cannot perform this duty whilst on leave of any kind - annual, sick, short, long service, special, emergent leave, etc.
- (b) The nature of the system encourages officers to perform "special service" duty. There is an obvious risk that Police (attracted by the money to be made) will over commit themselves performing "special service duty" to the detriment of normal rostered duty.
- (c) There is no specific legislative backing; and
- (d) Accounting procedures are complex and involve Police in the collection of money - (see Annexure C for details).

Victoria

- . A detailed resume of the Victorian system is set out in Annexure B (tabbed).
- . Briefly, the system operates on the basis of the Police Force having a discretionary power to request reimbursement for the cost of services of Police who are deployed to perform duty at entertainment and sporting events where payment is made for admission and in instances where Police:
 - * perform escort duty
 - * furnish information in respect of an accident
 - * furnish loss assessors or insurers with information from reports
 - * act as escorts for motor vehicles
 - * undertake traffic surveys
- . The System has statutory backing - the Police (Charges, Expenses and Allowances) Regulation, 1977 - copy tabbed.
- . The Victorian model does not provide for payment to individual Police - it is a direct payment to the Police Department as reimbursement for the services provided by normal rostered Police.
- . Prior to 1983, all charges were on the basis of an hourly rate multiplied by the number of Police deployed. However, in 1983, the Government

negotiated an agreement with the V.F.L. (Football), Victorian/ Australian soccer administrations and cricket authorities for a unit levy on each paying patron (on each ticket sold). The initial rate was 11¢ per ticket. (1983). In 1984 the rate was increased to 16¢ per ticket. In 1986 the rate will be increased to 25¢ per ticket - (See Annexure B for details).

- . Unit levy per ticket is also applied to rock concerts and similar entertainment events. However, in relation to the deployment of Police to racecourses/ fun runs, marathons, etc. the charge is based on a set hourly rate - (see Annexure B for details).

Comment

- . The Victorian system is simpler, clearer and more definite than the Queensland model.
- . The system does not place officers in a position of conflict of interest - in Queensland it would be a natural desire to work as much "special service" as possible - to the detriment of normal Police duty.
- . The only apparent problem with the Victorian model is associated with fun runs. Organisers of these events have opposed the imposition of a charge for Police services. To overcome the problem, the Government is considering making payment for Police services an integral undertaking prior to getting a permit to conduct a fun run.
- . The Victorian objective is to recoup costs associated with Police deployment. Whilst overtime and other costs are not directly reduced, the Department's Budget item is set off against the revenue recouped under the 'user pays' scheme. ALL REVENUE COLLECTED IS PAID INTO CONSOLIDATED REVENUE.
- . Of the two systems examined, the Victorian system is the most logical, practical and administratively efficient. It also has a clear statutory base.
- . The introduction of a 'user pays' scheme in this State will attract some opposition. However, the principle has operated effectively in both Victoria and Queensland for approximately 40 years. Promoters/ entrepreneurs, etc. have had to pay for police service in both States over that period. Bearing that in mind, there is really no effective/valid argument rejecting adoption of the principle in New South Wales.

Both the Victorian and Queensland systems apply to Government Departments. There is no ostensible reason why the principle should not apply to Government Departments in this State.

The Crown Solicitor has advised (see copy tabbed) that the existing legislation does not appear to be a barrier to introduction of the 'user pays' principle. However, he recommends that legislation be introduced to authorise it and the Police Rules be appropriately amended to overcome possible interpretation problems associated with the meaning of 'duty'.

CHAIRMAN: In other words, if police attend a cricket match or football match, they are all on overtime?---A. (Mr Vineburg) They could be on overtime. But if they are taken away from where they are working, others may be on overtime to compensate for them being drawn away from their normal functions to police those very rowdy activities that occur from time to time.

Q. Either they are getting overtime themselves or creating overtime for another member of the force?---A.

(Mr Hawthorne) Not necessarily, but it could occur that if a particular staff or district is depleted because of duties or operational procedures that of necessity are going on at that time, and it is necessary for a large sporting event to be policed, that the police will just have to be found.

If the event extends over the planned time, sometimes it is more economical to have the police that are there work one, two or three hours overtime rather than disrupt other police who are out on operational duties. Mr Vineburg had started to explain the back-fill situation, where if we need police to be policing and we have to send them to sporting events or like occurrences, then the back-fill of the people doing the operational work could cause overtime. It does not in every case. Sometimes the staff is available to cover these events. At times it is not.

Dr REFSHAUGE: Could you give us any idea of what percentage of time spent on these activities creates overtime? It seems to me that if you have knowledge that there is a big event coming on, the people doing the roster would organize the roster so that there were enough police at that time. As you explain, the event sometimes goes longer than expected. With your management information system, are you able to work out how much overtime or what percentage of time worked on these activities

causes overtime?---A. I would have to answer, no, because when one looks at the causal factor, one of the causes is an arrest late in shift.

If a man is working from 7 a.m. to 3.30 p.m. and arrests somebody at 2.30 or 3 p.m., it may well be that he cannot get away from his place of attachment or place of charging until 4.30 p.m. or something of that nature. That event could well occur at a sporting fixture, and there is no differential between a normal operational arrest and a sporting event arrest. So I would have to answer, no.

Q. Just taking up the point of somebody being arrested towards the end of the officer's shift: is there any indication that officers might be arresting people late in their shift in order to gain overtime?---A. It is a possibility that one could not deny. It is a possibility. I do not know of any specific instances.

Q. Have you thought of determining when people are arrested on shifts, whether early in the shift, in the middle of the shift or late in the shift?---A. As part of my function directing teams of, shall I say, reviewing officers and public service officers throughout districts, that is one of the factors that will be looked at from a new system which we hope will be ready from 1st July; we will be looking at the efficiency and effectiveness of policing in that area and others.

Q. Mr Vineburg, just going back to an answer you gave a moment ago about the employment of civilian staff: you said they would replace police. I presume you mean they would be replacing police doing those duties; you would not be sacking police?---A. (Mr Vineburg) No. They would be freeing police for operational duties.

Q. They would be employed to do what is now done by police?---A. Yes. A classic example is our statewide computer network, where we have trained or are training civilians at a high level of efficiency and, I hope, effectiveness to operate our computer network. But for that, we would be continuing to have to pinpoint police for those duties and not allow them out for operational work.

Q. Mr Avery, do you consider that there are unavoidable as well as avoidable causes of overtime? If so, what would you suggest is an avoidable cause of overtime?---A. (Mr Avery) You pose a difficult question.

CHAIRMAN: That is our job?---A. Thank you, Mr Chairman, I understand. Again I might defer, if I could. But before doing so I might make the point that you raised earlier about arrests late in shifts. Most of them are circumstantial, and there is no calculation, especially if we relate it to major events, demonstrations and sporting events.

It may well be that if there has been a significant investigation which culminates in arrests, the timing could be calculated. But they are aware of those sorts of issues at places such as the CIB, detective inspectors; and if their overtime blows out, they themselves have got that sort of responsibility.

(Mr Hawthorne) Dr Refshauge, when one talks about avoidable overtime, I think I should bring to your attention a management policy which has been in effect probably more than two years - in any case, since the last hearing in 1982. It has been a constant management objective to have an improvement in rostering techniques, whereby shifts are utilized probably more than they were in the past - and that

is reflected in the report - where police are working more afternoon shifts and night shifts, particularly afternoon shifts, than they have been in recent years.

My firm belief is that, that situation aside, all overtime that is worked, because of the pressure from executive management, is unavoidable. There is a conscious managerial effort in every district and division to ensure that all overtime is tightly controlled. I am confident of that.

Dr REFSHAUGE: I presume that not all the rosters that are being worked by police are absolutely essential to be staffed all the time; so that if somebody who is on one of those jobs not necessary to be staffed and if that person rings in sick, he is not replaced. Is that correct?---A. Generally speaking, that is correct.

Q. So there are some jobs you would need to have some people there doing, and others it is desirable but not such as to cause some overtime to be worked?---A. If I could give you an example. Without being too full of praise, I think police are extremely flexible. I will give you an example of the charge room at Central, where it is essential, because of prisoner security and the volume of traffic through the area, that a particular number of staff be employed.

Should a member of staff go off sick at short notice, very often the police take on the extra duties willingly; and at times, if during a shift things become a little hectic, then people of the stature of supervising sergeants, et cetera, will help out at the grass roots level rather than carrying out supervisory functions. But, as a general rule, it must be essential before any overtime is worked that a position be filled.

Q. Mr Avery, do you see that there is anything hindering a greater reduction in overtime? Is there anything blocking you from reducing this expected 650 000 hours of overtime this year apart from what you have mentioned about trying to get other departments to take over the responsibilities of jobs you have been doing?---A. (Mr Avery) Only the possible extension of misbehaviour of the community.

Q. I presume you see not only police as having a role in better education?---A. Yes. For a couple of aspects of the issues that are raised or expected to be raised, we are developing as rapidly as we can - and this is a major function of the police board - a wider educational focus for police in conjunction with their training not only on ethical issues and some sociological or psychological issues, that will prepare them more adequately to deal with the matters with which they are confronted in a more satisfactory way, more satisfying to them and to the community. This gives them a greater awareness of the needs of government, as expressed through such bodies as this Committee, and passed on to them by the police executive.

It is a quite significant undertaking. We expect approval for the employment of a Dean of Studies at the academy, other lecturers such as curriculum advisers, and a general upgrading of our educational programmes in order to provide a better, more effective and economic service to the community. I fear I have digressed.

Q. That is fascinating, but yes. Do you consider sick leave is a major contribution to or cause of overtime?---A. It is a quite considerable cause.

Q. Do you feel that all sick leave is justified?---A. That is one of our concerns. Not all of the sick leave is certified

by the medical profession. You are aware that there are provisions that were introduced, for economic purposes, to allow police if they were off for one day, two days or up to three days, not to waste another day gathering in a crowd to be examined by the police medical officer. The function of that process has been very carefully examined in the light of what we saw was considerable concern about the incidence of sick leave, and some very firm instructions were issued in January this year. If you wish, I could elaborate on the sick leave issue at this stage.

Q. I think they are so linked that that would be worth while?---A. We had great concern about this, and in response to a recommendation or direction of this Committee, we implemented a computerized sick leave data collection process. We can supply figures there. But might I say straight away, Mr Chairman, that we have some concerns about the figures provided there. I do not know whether there is a better computer technology term than a methodological pick up, but that and human error contribute to the development of the new system.

Q. What do they actually show though?---A.Perhaps I could ask Superintendent Askew to provide those figures and some explanation.

(Mr Askew) The statistics read as follows:

POLICE HEADQUARTERS

24

Chief Superintendent
MANAGEMENT REVIEW BRANCH

AD:MM
Reference MR21:20161I
Telephone 339 0277 ext: 55283

Management Review Branch

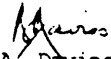
6 May, 1986

Police Overtime - Budget Picture

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Today, Mr. D. Burns, Acting Director (Finance and Supply) conveyed orally the following details:

<u>ITEM</u>	<u>BUDGET</u>	<u>EXPENDITURE</u> (30.4.86)	<u>PROJECTION</u> (30.6.86)	<u>VARIANCE 1985/86</u>
Overtime	\$13,200,000	\$10,802,434	\$13,800,000	-\$600,000
Shifts and Allowances	\$ 9,360,000	\$ 7,182,239	\$ 9,000,000	-\$360,000
TOTAL	\$22,560,000	\$17,984,673	\$22,800,000	+\$240,000


A. Davies
Acting Chief Administrative Officer

CHAIRMAN: We will be pursuing the matter of sick leave later in the inquiry but there is a relationship between sick leave, which is increasing, and its impact on overtime. That is the issue Dr Refshauge is pursuing at the moment?---A.

(Mr Avery) To answer your latest question, I would ask either Superintendent Hawthorne or Superintendent Askew to provide you with that information.

(Mr Vineburg) Just as a matter of clarification, this information is being developed on the University of New South Wales computer. I am thinking of you with your other hat looking into our computerization activities in the police department using computers supplied with the funds provided by the Government. We have priorities for crime-fighting activity on our in-house computers. I would just like to make that clear.

Dr REFSHAUGE: Maybe you could explain what the Chairman was asking. There is always the concern that if overtime is being attempted to be cut, those who are used to getting overtime may collaborate by going off on sick leave so that others can get overtime. Have you found that as you are pressured to decrease overtime there has in fact been an increase in sick leave?--- A.I am in a difficult position. I am a department head of the police department on the civilian side, so I would not like to answer on behalf of the Commissioner. But I am sure that what the Commissioner has alluded to concerning the enhanced training envisaged for the future will ensure that police are better prepared. In 1982 I was at a committee at

which sick leave and overtime, and the correlation between them, was discussed. It was raised by the committee in a subsequent report that there needed to be better training of police to gear them for the managerial role and to have them prepared for the changing society in which they are working. The provision of curriculum advisers, psychologists, full-time chaplains advising and providing counselling services for the police force, and so on, is geared to help the police through difficult times. This year I complete forty years' service in the public service and, thankfully, I retire in December. In all those forty years I have never seen the pressures that exist now upon people working for the Government, particularly in the police force. The police were not geared for accountability, in the way of management accounting, and other aspects.

Q. Is sick leave increased as the pressure for overtime is decreased?---(Mr Askew) We have not got the figures to indicate whether that is the case or not.

CHAIRMAN: Do you have a gut feeling?---A. I would not like to say that.

Q. Come on, you deal with figures all the time. You must have some idea?---A. That is not correct. I have only been in this position for five weeks. I have an understanding of it. However, to answer the question, I am not in a position to supply that information.

Dr REFSHAUGE: Would your computer process be able to show that, or would it relate only to five weeks ago?---A. The figures we have go back to last July and we have had some hiccups in the system. We have changed it to try to eradicate those

difficulties. We were hoping to have a print-out from the University of New South Wales this morning but they have had a few problems. That should be obtained within a week. When we do get the figures on the sick leave and we are confident with them we should be able to draw some comparison with the overtime, only in so far as the last, perhaps, nine months are concerned. We might be able to look at that period.

CHAIRMAN: Is there a trend for additional amounts of sick leave to be taken?---(Mr Graham) I would like to comment on it if I may. We have no way of knowing. Our system commenced on 1st July last year and when we have a calendar or fiscal year at 30th June this year, we will have ongoing figures and the trend will be able to be read without any difficulty. But to judge our present arrangements against the unknown data base prior to 1st July last year is one of those things that one can only take a stab at. My guesstimate is that the suggestion that the police are being forced into taking sick leave as a process of developing further overtime for others who have not taken sick leave is the contrary. From the information I get through district superintendents and branch leaders, there is already a surfeit of overtime and officers would rather withdraw from overtime. The big question is: are the pressures creating more sick leave which in turn creates overtime? That we cannot answer at this stage.

Dr REFSHAUGE: We have referred to human resources that might cause overtime, or the lack of them; are there any other

resources or lack of resources that might lead to increased overtime? While your computer is not working properly there is potential for overtime?--A(Mr Vineburg) If I may answer that. The tremendous programme of computerization that we are introducing throughout the State at present is geared primarily to free police from tapping away at typewriters and doing clerical duties and to allow them to get out to do operational jobs. For example, at the fingerprint computer at Parramatta, which will be inspected by the Australian Police Minister's Council next week, police have been tied down with masses of fingerprints that were handled manually. Once the computer is fully operational about 75 per cent of those police will be free to go out and do crime scene work and to help police in the operational field. All of our computerization is designed to ultimately help police work better with less overtime.

Q. Are there any other resources or lack of them that may lead to increased overtime?--A. I think one of the things that became clear following that meeting in 1982 was that there was some confusion concerning shift allowances being tied up with overtime. As a result of advice from this Committee, shift allowances were divested from overtime and have since been treated separately in the budget. A further factor has now come into it. Penalty rates have been included in overtime. It is a fallacy that the more police you put on the less overtime there is going to be in that year, because by the very nature of the industrial award the more police you put on the more penalty rates they will be paid, which up until now has been included in the overtime. That is why the hours this year took a sudden

upsurge overall and the real overtime, as has been pointed out, is escapable overtime. That has gone down significantly over the past three years.

As far as penalty rates forming part of overtime, as described in the awards, is concerned, we have no alternative but to pay that. The more police, the more penalty rates that are paid. Public holidays do not change nor do the other times that police need to use. Therefore penalty rates will proliferate as more police are appointed. I must make that clear. That has become a factor that needs to be identified by this Committee as being a growth factor rather than a reducing factor.

(Mr Avery) Additional police generally means additional police on late shifts and night shifts when a greater workload is frequently generated. There is another aspect as well. Frequently with more and better management resources you find better relationships with the public, which increases workloads. If people feel that they are getting a good service and a sympathetic ear from the police, they will report things that were not formerly reported. This is a worldwide phenomenon; it is not peculiar to us. I guess there is some mathematical expectation that if we had a thousand police we will get a 10 per cent reduction in overtime, but it does not quite work in that way.

Q. Or a 10 per cent reduction in crime?---A. Yes.

CHAIRMAN: The proposal is to take 500 police from clerical duty and put them in the workplace. That would not change your overtime because in the previous occupations they would have

incurred penalty rates and overtime?---(Mr Vineburg) As the Commissioner said, they may cause more overtime because they will be out responding to crime reports and doing crime scene work. People may say, "Well, it is now worth while making a report". For example, they may say, "I had given up reporting my stolen potplants, but now I will start reporting them", because someone will go to the scene of the incident.

Q. But they will still incur penalty rates and overtime?

---A. Yes, they would incur penalty rates as part of overtime.

(Mr Hawthorne) May I interpose. That is not quite so. The police who are going to be released from clerical duties basically worked on day shift, which incurs no penalty. They may as part of other duties work overtime, if they are called upon for specific tasks. But if they go into the field, certainly the shift allowance will increase.

(Mr Avery) Let me add further to that. The ingestion of 450 additional public service officers, or whatever the figure ultimately comes to, will not mean automatically that 450 police individuals will be translated into different forms of duty. If a terminal operator or a typist comes to a busy station, there are fragments of the time of a number of police that will be saved. I have heard of one estimate, which is that an hour a day for each of the police who were active on that shift would be saved. They would spend more time on patrol and less time inside typing, filling in forms and working at the computer terminal.

Q. Some of those police bodies are expressed in one-eighth portions?---A. Yes. We have been asked, if possible, to

develop a mathematical formula which will be multiplied by thirty-eight, which is the new weekly hours worked to indicate that there is a realistic transfer of those actual duties to allow police more time on patrol.

Dr REFSHAUGE: If I may get back to the lack of resources. Is the number of cars causing a problem for police and leading to increased overtime?---A. We do get frequent complaints about insufficient vehicles. I do not know what impact that has on overtime. We are going through a process now of looking carefully at the use of vehicles to make sure they are maximized. We are in the middle of that process. In general response to your question, we are a people industry. The other things are peripheral in terms of budgetary allocations.

Q. It is not peripheral when one rings up the local police station to find that the officer in charge says that no one can attend because there are no cars available.

CHAIRMAN: Or "See your local M.P".

Dr REFSHAUGE: Do you find the shortage of cars to be a constraint on efficiency of the police?---A. If vehicles are not readily available, it extends the response time and causes concern. Concerns are not always passed on to their local member, I might add. Sometimes they go to the Ombudsman.

Q. Is there any particular district or branch that has any problems with shortage of cars, which may be measured by response time or complaints to the Ombudsman or members of Parliament?

---A. The formation of some new squads has caused some difficulty but we have been endeavouring to meet that.

(Mr Vineburg) One hundred extra police vehicles have been

approved by the Government but the funds have not come with that approval. There has been an hiatus there and there have been many complaints from sections such as the new internal affairs branch and the internal security section. Another group that complains is the Community Relations Bureau in the field - its district officers. We do not receive the funds for the motor vehicles. That is another Gilbertian situation. The funds go to the Government Supplies Department and when we get approval they have to get the funds. We just have to wait. At this stage they have been very kind and they have^{advance}/ordered a few vehicles to keep the police department going, otherwise we would be in very severe trouble. The Commissioner has taken the very positive step of putting decals on most of the police vehicles, which discourages anyone who might think of using vehicles improperly, such as by taking them home. The decals stand out rather distinctively on a vehicle that is parked outside a person's home. This campaign, of putting decals on vehicles to identify them as police vehicles, has done a tremendous job to ensure that vehicles are used to the best advantage.

Q. Are police taking the cars home between shifts?---A. I would say only those police that need them, such as members of the rescue squad, who need to have cars on hand to respond to urgent situations.

(Mr Hawthorne) A number of police from various branches do take their vehicles home. I refer to officers from the rescue squad, the breath analysis section, the scientific section and detective-inspectors on call. There are some areas in the country where there are no safekeeping facilities

overnight for vehicles. For example, in Muswellbrook, the detective-sergeant and the inspector take their vehicles home simply for security reasons. Motor cycle highway patrol police are allowed to take their solo motor cycles home, if they have adequate garaging facilities. At times they are called upon to tender reports or returns that indicate that they are detecting offences and that their presence on the roads, to and from their places of duty, has proved a deterrent to motorists. So, yes, definitely, some police do take vehicles home.

(Mr Avery) If I may add also: when that happens, it is the responsibility of the superintendent in charge. This applies to the Criminal Investigation Branch also. It may well be that a detective in one of the squads has a job to do in the early hours of the morning and obviously it is operationally necessary for him to take a vehicle home. However, he does so only with the approval of one of the superintendents in administration.

CHAIRMAN: Does the traffic sergeant take his Meteor home?
---(Mr Hawthorne) I do not know of any instance where they do. But to extrapolate what the Commissioner said: if an officer has to carry out an early morning traffic count, maybe he would. I recall in my years at the traffic branch that traffic supervisors took their vehicles home. Once again, they were on call for serious traffic matters within their district. I know of many men who would leave home at 6 in the morning and travel through the morning peak and patrol their areas immediately. On the way home they would do the same thing and would get home at 6 o'clock at night. That is a common occurrence.

(Mr Avery) I would support that. One can hear the traffic supervisors on the radio calling out directions concerning cars that are blocking freeways.

Q. Does not the highway traffic patrol attend to that problem?--A. Yes, if they are about, and certainly it is their responsibility to look at the general traffic. It is the traffic supervisor's responsibility to organize additional resources. For example, they may want to contact Polair to determine the source of a problem.

Q. What about the police lecturing squad? Their vehicles would not be used at the moment, during school holidays. Would any of those vehicles be garaged at homes?--(Mr Hawthorne) In school holidays, did you say, Mr Chairman?

Q. It is a school holiday period at present?--A. Yes. In school holidays, from my experience of relieving superintendents in districts, the members of the school lecturing service or the safety advisory section, as it is called now, are attached to districts on a temporary basis. The vehicles that they utilize at the safety advisory section come with them to the districts and are temporarily utilized in those districts by whoever is in greatest need. Recently in the Bankstown district, that is a year or so ago, when the school lecturing officers came to that district I allocated one of their vehicles immediately to the community relations branch officer in the area because he had no transport. That is the type of thing that should managerially be carried out.

Q. Is there any check to see that that is carried out?--
A. Once again, supporting the Commissioner, it is a matter for

the district superintendent to ensure that all of his resources, be they mechanical or human, are utilized effectively. It is his responsibility.

Q. Do you check to see that he carries those responsibilities out?--A. My review officers do, yes.

(Mr Avery) I might add that the Assistant Commissioner (Services) does also. The additional requests for motor vehicles are examined in the light of existing use of vehicles within that particular district or branch.

Q. How do you check it?--(Mr Hawthorne) By unannounced visits to the area. When a team from the management review branch goes to a district, notice is given to the district superintendent of the impending arrival and he and his administrative officer are interviewed by the team leaders and reviews are carried out. Subsequently there is usually a post-review about which there is no formal warning given to the district superintendent. Similarly, officers from my branch regularly call upon stations to carry out cursory examinations, even if they call to a police station to obtain petrol. They may, whilst they are there, check to see what vehicles are in the yards, what vehicles are being used, who is using them and how the petrol situation is. They may even check the petrol tanks to ensure that the petrol balance is correct.

Q. That would have to be done at night, would it not, because vehicles are being used to take the officers home? If they have an on-site inspection, it would have to be in the evening. What records are kept to show whether there has been an irregular usage made of these vehicles in this way?--A. (Mr Vineburg) In support of what the chief superintendent

has said, one of our computer packages, which is now being introduced throughout the State, is a motor vehicle fleet management package. From that package we get remarkable information about the usage and non-usage of vehicles, which in turn can be compared district to district. So if you have a controlled group in one district or division, that can be compared with another to see if there are any aberrations, which can be then attacked by the chief superintendent and his review officers on these unscheduled visits and inspections.

Q. But at the moment there is no mechanism in place?---

A. The mechanism is being developed and is in place already in a couple of districts. On 1st July they will be in place in every district throughout New South Wales.

(Mr Graham) The Assistant Commissioner (Services) who has the control of vehicles and monitors these things, has reinvoked the previous requirement for fortnightly reporting of anyone who is using a vehicle to take home, even with a superintendent's authority. When there is blanket coverage for a vehicle to be taken home, this is reported to the assistant commissioner service, who monitors these very things.

Q. Dr Refshauge and I have been given information that there are no vehicles available for officers who are at the stations. We have an inclination that there may be vehicles that should be available that are being used for other than police purposes. How can we check that out?---A. (Mr Avery) As Mr Graham said, the reinvoking of the returns to the Assistant Commissioner (Services) is one way.

Dr REFSHAUGE: Does each car have a diary attached to it?
---A. Yes, and the mileage has to check with the diary entry.

(Mr Vineburg) As does the petrol consumption. This computerized package will provide that information. It will be a diary computerization. Only the authorized trips will show up on the computer and a check against petrol consumption will show quickly those unauthorized trips that have been taken.

Q. How long are diaries kept?---A. There is an audit period for which they are kept.

Q. It is not a fortnightly record is it?---A. No, five years I think.

(Mr Avery) It is a solid bound book.

(Mr Hawthorne) At the very least they would be kept for two years. I think they are kept for four years.

Q. We would be interested to examine the diaries that relate to three sections. The first is the scientific and technical branch. How many vehicles are associated with that branch?---A. (Mr Vineburg) That would be difficult to answer. We have not got the figures. We could provide those figures this afternoon.

Q. We would be interested to obtain the diaries of the scientific and technical section?---A. You are referring to communications officers, fingerprint experts and people associated with criminal records. It is a very large branch, which is spread between Parramatta and country areas. It would be no trouble to get that information and certainly we can inform the Committee of the number of vehicles this afternoon.

(Mr Avery) How many diaries would you be wanting to examine?

Q. All the current diaries.

CHAIRMAN: I think we would want to know the total number of cars, first?---A. (Mr Vineburg) We will have that information available this afternoon, which will indicate all the cars and where they are distributed.

Dr REFSHAUGE: The second section is the Hornsby Police Station. I imagine that would have a smaller number of cars?

---A. (Mr Hawthorne) No. There would be fifteen I suppose.

Q. A smaller number than the scientific and technical section?---A. Yes. I am sorry, do you mean the Hornsby Police Station itself, as the head station, or the Hornsby division?

Q. If you could give us the number of cars in both. However, I think the division is what we are really interested in. We would also wish to examine the diaries from the Newcastle area?---A. The Newcastle district or division?

Q. District?---A. The district is huge. It has a number of divisions.

CHAIRMAN: The Newcastle division covers what area?---A. (Mr Avery) It is one of the largest in the State.

Q. Would it extend to Raymond Terrace and down to Charlestown?---A. I could not tell you the precise boundaries.

Q. I think we have that information: Carrington, Adamstown, Stockton, Mayfield and Hamilton?---A. Yes, that is right.

Dr REFSHAUGE: Could we have the current diaries or the ones that include March 1986?---A. We will have to issue fresh diaries so that the organization does not grind to a halt.

CHAIRMAN: Are they twelve-month diaries?---A. No, they are used until they are filled.

(Mr Hawthorne) It is a continuous thing, until it is

filled. It is a hard-covered book, about foolscap size and almost half an inch thick.

Dr REFSHAUGE: I do not think that getting them all at once would be appropriate. There may be an easier way and perhaps our staff can liaise with your department about that.

A. (Mr Vineburg) We will make the information concerning the vehicles available to the Committee this afternoon.

(Mr Hawthorne) Doctor, you mentioned cars. Are you talking about vehicles or just cars? For example, are we looking at motor cycles?

CHAIRMAN: No.--- A. Squad trucks?

Q. No.--- A. Prison vans?

Q. No.--- A. Just cars? Uniformed caged utilities?

Q. Panel vans?---A. Yes, there would be panel vans.

Q. I think you would use your common sense in relation to this aspect. (Mr Avery) Yes, Mr Chairman.

Mr SMILES: The 1982 report of the Committee noted that 10 per cent of the police force was away at any one time on sick leave. Has that percentage changed since that time?---

A. (Mr Vineburg) As I remember, that was an estimate given by our chief medical officer, which estimate was not backed up by any statistics, and we were more or less castigated by the Public Accounts Committee for not having statistical evidence. As Mr Askew has pointed out, there are problems at the moment with our computerized print-out and we would have to rely on manual statistics. I think either he or Mr Squires is in a position to speak on this. We have had a sample taken from two divisions, Burwood and Central, which have a heavy sick

leave quota because of problems peculiar to those areas, particularly the central division. That document reads as follows:

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MANAGEMENT REVIEW BRANCH
12th FLOOR
POLICE HEADQUARTERS.

Our Reference: IRS:

6 May, 1986

The Commissioner.

Manual authentication of computer printout relating to Police sick leave - period 01 July, 1985 to 31 December 1985.

Set out hereunder is information manually checked relating to two Districts appearing on the computer printout 'Management Report No 1'.

DISTRICT	COMPUTER SICK DAYS	MANUAL SICK DAYS	ERROR	AUTHORISED STRENGTH	AVG MANUAL SICK DAYS	COMPUTER AVG S.D.
Earwood	10072	8678	(1394)	690	12.58	14.60
Central	15785	9855	(5930)	756	13.03	20.63

From the above information it is obvious that errors exist in the computer printout. Urgent steps are being taken by the Personnel Branch and the Research and Development Branch to rectify the anomalies.

Chief Superintendent.

If I may return to your question: we were not sure whether there was a clear distinction between being hurt on duty and sick leave caused by other factors. My colleagues have been thinking about this issue and would like it to be made clear that they are very separate and distinct items because provisions for those hurt on duty, to take almost unlimited sick leave until such time as they are determined as either fit to continue in the police force or to be retired, distort the figures overall. There are two sets of raw figures that would be spoken about in evidence today.

Q. Mr Askew, there has been some discussion among the members of this Committee, and I understand your department has considered this, about separating penalty payments from overtime. In the evidence that was received, which led to the 1982 report, it is evident that penalty payments seem to be lumped in with overtime. Has that separation taken place?---(Mr Askew)
I think that is a question that Chief Superintendent Hawthorne could more readily answer.

(Mr Hawthorne) Yes, perhaps I could assist. What you say is correct. In the past, penalty payments, shift allowance, public holiday payments and raw overtime worked has all been lumped under the rubric of overtime. Mr Vineburg indicated earlier that in the grant from Treasury we do get an allocation for overtime and for shifts. However, administratively, within our department, it is lumped together. In the past all our management information systems, and the information that my branch provides to district superintendents, and executive management, have indicated all these things lumped together.

As recently as last week I made arrangements with our research and development branch chief superintendent to have a person seconded to my branch for a short time. It has been decided by our audit committee that from 1st July, 1986, these factors will be separated into overtime, shift allowance and penalties. There will be three separate and distinct things that will provide information to management in the districts and branches, and the executive management, as to exactly where the money is going.

So far as the estimates for 1986-87 are concerned, we have not yet been informed by Treasury what funds will be made available. Notwithstanding that, I have a team within my branch, comprising an inspector and sergeant, which allocates those resources on the expectation of what we may get on a percentage basis. So we will be able to separate those things right from the word go. With the introduction of programme budgeting from 1st July within the force there will be a slight nexus between the two, but the district managers will have specific information about shifts - that is, shifts A, B and C et cetera - and this information will all go on to the computer on a fortnightly basis.

Q. If I could take that a little further. When you have the new system in place, how do ^{you} envisage the allocation of those three factors will be made?--A. Of course, one must look at the figures for 1985-86. That would be a reasonable starting basis. Different types of activities are carried out within each district. For example, on the North Coast at Lismore, it is a different proposition from Parkes. The North Coast has

an influx of holiday visitors. Later this month I will be addressing all country superintendents and impressing upon them the importance of the proper apportionment of resources over high demand and seasonal trends. That type of thing will be brought home very clearly to them prior to the start of the next financial year.

Q. Will your branch be the appropriate branch in terms of making that final allocation?---A. No. In fact, my branch gets the allocations together, shall I say in rough form. Then we liaise with the public service component of our money section, if I may call it that - the Director (Finance and Supply) and his budget officer - and we form a small committee and we put these things together as a final recommendation, which goes to the deputy commissioner of administration, who then sends it to the policy and priority group, which comprises the Commissioner, the secretary, the deputy commissioner and other senior officers. They make the final decision as to which district and which branch gets how much.

Q. In the past has there been a tendency to simply extrapolate from the previous financial year and add a certain percentage point?---A. That certainly is taken into account, but I would say no. It is taken into account; it must be taken into account with inflation and consumer price index. But a district may change from year to year. I do have with me a copy of the current management information that goes to districts, if it would be of assistance. I am afraid I have only one copy.

Q. That would be appreciated. It certainly would be of interest?--- A. (Mr Vineburg) Mr Smiles, I have tendered

separately our figures for this year and our projections for the end of the financial year. It may be pertinent if you had a copy of that with you now. It gives a clear picture of the controlled overtime this year as against last year.

(Mr Hawthorne) It shows our budget and our expenditure up until 30th April and what the projection is until 30th June and the unders and overs.

Q. Mr Avery, with regard to over-expenditure of budgets, we have been discussing the computerization of the reporting system and I note that is mentioned in the report of the department for 1984-85 that we have before us. What action is taken on a monthly basis against districts and branches that overspend their overtime budgets?---A. (Mr Avery) They are reviewed regularly. If there are any aberrations that need any particular administrative approach, they are drawn to our attention in the policies and priorities group. Normally there is an adequate response after discussion with the chief superintendent in charge of the management and review branch.

(Mr Vineburg) I think this shows the importance that we place on overtime. All of these matters are dealt with during the month by the Commissioner, the two deputies and myself. We do not leave it to any lower level. Chief Superintendent Hawthorne brings the figures to the notice of the policy and priorities group, which meets every Wednesday morning, rain hail or shine, except today. Then the Commissioner directs that remedial action be taken and action is taken immediately aberrations occur so that we can rein them in before we get into trouble for end-of-year spending or end-of-year overspending.

CHAIRMAN: What do you do? You send them a bluey, do you?---A. (Mr Hawthorne) We receive a print-out from Treasury once a month that sets out those police who have earned 10 per cent over and above their salary base. I and my staff collate those and send a copy of the section of the print-out that relates to a particular area through the Deputy-Commissioner (Administration) with a covering report.

I have brought a sample of the last one that was sent through the Assistant Commissioner (Area) to the superintendent in charge of an area for him to justify why a man is working additional hours and, in addition, to have him look at the officer to see that the additional overtime he has worked is not having a detrimental effect on his health.

The suggestion in my most recent minute to the Deputy-Commissioner was that it may be appropriate to rotate those persons in the interests of their health. I seek to tender a sample copy of a report that has gone out. There are about 30 different areas, but this one would go through the Assistant Commissioner (Crime) to the superintendent in charge of the Special Gaming Squad, just by way of example.

Q. If the superintendent has difficulty reining-in the overtime under his jurisdiction, are there any penalties that you can effect? Let me give an example. If he is 10 per cent over, does that mean the next time the overtime is allocated in the budget he loses the 10 per cent as a penalty?---

A. (Mr Avery) No. We make subtle hints about their promotional prospects. We could not do that. For instance, the Tamworth

superintendent has had some difficulty in the last period with escapees in his area. It may well be that some other contingency of similar magnitude will erupt in his area.

We have to look at trends. There was an occasion when a superintendent expended some of his funds on an air ticket to come to Sydney to stand in front of the desk of the Deputy Commissioner (Administration) and have some pertinent discussion about overtime. Those sorts of activities seem to have had a reasonable effect.

Q. It is really an indication of the effective management of the area or the district?---A. It is one indicator, yes.

Q. Not everybody who is a chief superintendent wants to be promoted past that position. How do you overcome that difficulty?---A. That is a difficulty. If an individual became too obvious, then he might be contemplating the possibility of retaining that position.

Q. How many chief superintendents have lost their position?---
A. None. We feel that the figures show a genuine, concerned response. There has been some indication from the police association that they have overresponded. Also, we have told them not to start worrying as they approach the limits of their budget, that they should take a zero-based approach to it right from day one and have a careful regard for it.

(Mr Hawthorne) I seek to tender a copy of that report.



Police Department MANAGEMENT REVIEW BRANCH



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Sydney, N.S.W. 2001
Telegrams and Cables
"Nemesis" Sydney

The Deputy Commissioner
(ADMINISTRATION)

A/S 2/1/86

1 Copy of Treasury List
2 Copy of Minute

RTH:MM

Our reference: MR1:20158D

Your reference:

25, MRB, 1/29/86

Telephone: 339 0277
Extension 55260

16 April, 1986

Police Constabulary overtime report as at 20 March, 1986 - identification of 'high' overtime payments.

As you are aware, the Parliamentary Public Accounts Committee since 1982 has continued to emphasise the need for a reduction in, what they perceive as, the high expenditure being incurred in respect of police overtime. The New South Wales Treasury supplies to this Department, on a monthly basis, information concerning those Police who are regarded as being in the 'high' overtime bracket. Recent press releases relating to the Corrective Services Department highlights the follow-up action the Committee has taken in relation to that Department.

Action has been taken in this branch to collate and identify affected Police and the respective areas where they are stationed. Attached is a list of Police in respect of the Special Gaming Squad. It is considered imperative that specific attention should be given to those Police, who have been highlighted by the Treasury as being in receipt of 'high' overtime payments.

I am concerned that in some instances Police appear to be working excessive amounts of overtime which obviously impairs their capacity to perform efficiently and effectively. One must also question the overall effect it has on their health. Perhaps it may be appropriate to examine the actual duties these Police perform with the view of the being rotated and thereby spread the obviously stressful work-load more evenly.

In view of the continued emphasis which is being placed upon this Department's expenditure by the Public Accounts Committee, it is recommended that the attached list of Police should be forwarded through the Assistant Commissioner (Crime), to ascertain what action has been implemented by the Superintendent in Charge to significantly reduce the amount of overtime being worked by the respective Police under their control. These reports should be returned to the Management Review Branch within 28 days of despatch from your office. It is essential that the representatives of this Department, who appear before the Public Accounts Committee will possess knowledge of the actions which have been taken by executive management to control and reduce overtime payments.

(Mr Vineburg) The other form that we tendered, just to bring things into perspective with the questions that are being asked, is our budget picture on overtime so far this year and for the balance of the year. I tender that with a view to showing that as against the situation last year where we had a \$15.4 million overtime expenditure, a lot of it caused by the guarding of Family Law Court judges, et cetera. This year we are travelling with a \$13.2 million budget and we look like just about breaking even.

Q. What were those figures again?---A. Last year overtime was \$15.4 million.

Q. That is 1984-85?---A. 1984-85. Those were the raw figures for constabulary overtime, taking out civilian overtime.

Q. But the Committee has a figure of \$23 million?---
A. No, the figures are distorted because they include shift allowances. As we said, at the request of the previous Committee, overtime has been clearly separated into overtime and shift allowances. There has been some distortion in the figures in your letter to us as a result of that.

Q. So \$15.4 million was budgeted in 1984-85?---A. On page 3 of our report.

Q. What was the actual expenditure?---A. The expenditure last year was \$15.4 million.

Q. What were you budgeted?---A. We were well over budget there, but mainly because of the Family Law Court.

Q. What were you budgeted, though?---A. \$12 million - I know we were over.

Q. If it was \$12 million, you are 25 per cent over, are you not?---A. We had to get supplementation of \$2.257 million, at any rate, just to put it into perspective.

Q. And this year you are budgeted?---A. We were budgeted \$13.2 million for overtime.

Q. What is your anticipated expenditure?---A. As shown by those figures, roughly, unless we rein in, we will finish up \$600,000 overspent on the overtime, counterbalanced by \$360,000 underspent on the shifts, but that also has to be counterbalanced by -

Q. Wait a minute. Do not bring shifts into it. Just deal with one at a time?---A. It is -

Q. But you said you did not have the figures that included shifts?---A. We keep the figures with shifts separately.

Q. Let us not bring them into it?---A. If the overtime at this stage - and it can be reined in - continues as projected by the district superintendent and branch heads, we will finish up \$600,000 over.

Q. That will be about \$14 million?---A. It will come to \$13.8 million if that happens.

Q. Close to \$14 million?---A. No, I will not mention \$14 million, because we have asked Treasury for supplementation in connection with the guarding of Family Law Court judges. In the previous year, Treasury was so concerned that they approved a \$975,000 supplementation. Because Peter Anderson was such a good manager, he said "Do not accept that. Send that back and manage with your resources". This year it was

pointed out clearly that the guarding of Family Law Court judges was to cease from 30th June 1985. However, because the Commonwealth and others were not geared to take over, it continued until 31st December, 1985, and no provision was made in our budget for that overtime. It was specifically excluded. Treasury has not agreed -

Q. Will that come out of the \$600,000?---A. Yes, that \$427,000 will come out of the \$600,000. So we are looking at about \$170,000, which is easy to rein in, and we will not come in over budget.

Q. That is good news, is it not?---A. There might be a few people writing to their local members of Parliament saying they have been knocked off from overtime, but it will be coming within budget.

Dr REFSHAUGE: You say you are going to be able to rein in that overtime, but in answer to my earlier question you said there was no unnecessary overtime?---A. Overtime is prioritized. The operational police^{officer} must be catered for, but other activities can be deferred for the time being. In the way we manage the place now, we prioritize everything. Some lesser priorities are necessary, but that work can be done this financial year if we put it off for a month or two. That might be an administrative area in headquarters, and some of the returns and reports to the Ombudsman, et cetera, can wait a bit longer, but those are the sorts of things.

Q. We have complaints about those things, too?---A. The other point the Commissioner made is that with the flexibility

the Treasury has given us now we will cut back in some stores areas if necessary to make sure that we do not overrun the budget.

(Mr Avery) If there are some ungovernable sorts of incidents.

Q. I understand there are some absolutely essential things that need to be done but, on one hand, you say you cannot reduce overtime any more because everything is necessary; on the other hand, you say "If we are going to go over budget we will just pull it back a bit", so it seems as though there is a difference?--A. (Mr Vineburg) We are only talking, doctor, about matters that can be deferred for a short time.

Q. If you defer it until next year you will have the same problem next year. It does not sound like smart management, does it?--A. Perhaps with all the rationalization that is going on, and the other activities to put civilians in certain jobs in the next financial year, there may not be the need to have as much overtime as there has been this financial year. I do not know.

(Mr Hawthorne) Just extending that, sir, I make no aspertions about your electorate, but when and if a Boeing 747 goes into Leichhardt it will create huge problems.

Q. Hang on.---A. I thought you said Marrickville.

Q. Yes, Marrickville?---A. When it goes into Leichhardt we will have a massive problem, and I can imagine the resources, both human and mechanical, that we will need.

Dr REFSHAUGE: I can join you in trying to get the airport moved elsewhere.

(Short adjournment)

Mr SMILES: Mr Vineburg, I should like to explore a little further overexpenditure on overtime. In the past eighteen months can you bring to mind any areas that particularly overspent their budget on overtime in the police force with the exception of the police officers guarding Family Law Court judges?---A. (Mr Vineburg) Or the Milperra bikie trials. They have been the two outstanding cases. I should like to follow up on what Chief Superintendent Hawthorne has said about areas of concern where expenditure is being incurred by people working overtime.

As he said, there is a concern that perhaps it is injurious to their health to be working the number of hours they are working. However, when it becomes obvious from our investigations that they are performing special duties, say, for the National Crime Authority and other activities, then we have to be careful we do not interfere with that type of activity. That distorted our figures last year. This year we are getting reimbursement from the National Crime Authority for that overtime, which shows up in our return conspicuously.

In the report we submitted an obvious area of concern was that so many police were incurring overtime of 20 per cent or more. I suppose that is still an area of concern, but it has to be balanced against the fact that they comprise only about 7.1 per cent of the force. That area of concern is continually looked at by the Commissioner, myself and the two deputies when we meet at the policies and priority

group's meetings. These areas are being identified and, as the Chief Superintendent said, remedial action has been taken or explanations are being asked for.

Q. You mentioned that those areas have been identified. Could you be specific, please? What areas in the police force spend overbudget on overtime?---A. There is a division in headquarters called No. 20 Division. When you look at that you would say "My God, what is the reason for the overtime here?" But then you find that people doing special surveillance tasks are attached to No. 20 Division and they are put there as a convenient administrative arrangement. I suppose we could point this out in the figures now, if I could pass over to the Chief Superintendent.

(Mr Hawthorne) Yes. On the copies of this that I gave to Miss Chapple -

CHAIRMAN: I think we understand that. Are there any other areas?---A. Apart from those identified here, sir?

Q. Apart from the three areas that Mr Vineburg identified? ---A. (Mr Vineburg) An area that is a great cause of concern is the communications area down in what we call the old Campbell Street building. The Campbell Street building was an old hat factory that was turned into a police headquarters many years ago. It is almost Dickensian in most areas. The switchboard is in a room with no natural lighting whatever. It is an old Sylvester-type board that went out with the Ark. Because we have been moving into the Sydney Police Centre for the last seven years we have not taken steps to modernize that

accommodation, and people have put up with it. However, it has caused strain among both the police and the public service officers who are on duty seven days a week and 24 hours a day on a three-shift basis.

That is an area of great concern where overtime is caused largely by sick leave. It is one of the clearest areas that we have been able to define. With that in mind we got the division of occupational health to come in and do a report, which took some twelve months. We are analysing it still, because it is about half an inch thick. The report makes a lot of recommendations, the main one being that we get the people out of that unsatisfactory working environment and into better accommodation at the Sydney Police Centre.

Q. Are there any other areas of concern?--A. One has no idea what is going to happen in the Bureau of Crime Intelligence depending on who they are following or what information is being garnered for police operational purposes.

Q. But in the rest of the areas you are satisfied with the overtime?--A. I should not say, as a personal thing, that I am totally satisfied. Here I talk in terms of my activities as the responsible officer in terms of the Public Finance and Audit Act. I am not satisfied with the amount of overtime that is being worked in administrative areas, and I have discussed that with the Commissioner and the two deputies. It may be just a personal thing, but it seems to me that overtime is being worked in administrative areas that could be reduced and more aid could be given to operational

areas. But that is my personal view.

Q. In other words, some administrators do not receive the same overtime and shift allowances they would have earned out in the field?---A. I would not say that, Mr Chairman. I would not know.

Q. But that could be a scenario, could it not?---A. There are a lot of possibilities.

Q. It is a possibility, though, is it not? You could equate your income when you come to headquarters with that which you earned in the field by doing a little overtime?---

A. It would only be a summation or a guess on my part. I would not like to do that. One of the administrative areas we have been concerned about is the national criminal records bureau - in other words, the central records repository of criminal information for Australia, and effectively for New Zealand, Fiji and New Guinea.

Excessive overtime was worked there of an administrative nature because of the heavy workload on the police to keep up with all the crime information coming in, dealing with the cards, updating entries and other things that are absolutely essential for court purposes and crime fighting purposes. Computerization will stop that overtime. That area, which has been of great concern, will no longer be of concern.

Q. You are not answering the other question?---A. I am not in a position to.

Q. Does any other witness have a comment on that?---
A. (Mr Avery) About other areas that have gone overbudget

and are of concern? Was that the original question?

Q. Can you address that?---A. (Mr Hawthorne) I could, sir, yes. What Mr Vineburg says in relation to administrative areas of the police force particularly is an area that I had a look at when I took charge of that branch. I have a submission that I prepared during last week on my desk to go to the Commissioner and Secretary. I make certain recommendations in that submission about administration of what I call non-operational overtime areas. I have no doubt that the Commissioner and Secretary will take my recommendation before the policy and priorities committee and some decision may be made.

Q. Will you let us know what the recommendation is?---

A. The nub of it is that portions of budgets should be spread over different branches - for example, research and development, personnel, the academy and areas such as those that I consider to be, except in unusual circumstances, strictly administrative. My contention is that most of the time those areas should perform their allotted tasks in their rostered shift.

Q. That sounds reasonable?---A. My recommendation to the Commissioner will be that a central pool of overtime be allocated from the forthcoming budget with a small shift allowance budget for areas like community relations where media relations people have to be available all night, I would think. The main problem will be to identify areas that are operational and areas that are not operational where one has

a line ball situation - for example, in community relations. Are they administrative or, out in the field with the community relations programme, are they proactive operational?

My recommendation will be that a pool be retained in a central administrative area and that the authorization to work any overtime will have to come from a relatively senior officer within the administrative section who can control the overtime rather than a person in a branch going to his section head. It is an extension of what goes on in small areas centralized into one. To justify the necessity to work the overtime, prior to it being authorized the senior officer will have to decide whether the tasks have been prioritized or whether they can be deferred, and questions such as that, which I would expect anybody authorizing overtime to ask. That is one managerial initiative that is in the pipeline.

(Mr Avery) It is one example of many. It is not a significant example. You observed that you would expect these administrative functions to be performed within regular hours. You should consider that three or four people here need to be serviced by staff. We are there fairly early and generally fairly late, especially when the House is in session, I might add. A great many activities are performed by people on a year-round basis.

Mr SMILES: I am delighted to hear that the department is particularly busy when the House is sitting. That reflects well, of course, on the Opposition in this Parliament.

Mr FISHER: We do not sit very often.

Mr SMILES: I should like to refer to budget overruns associated with the Hornsby district. Mr Hawthorne, I might direct my initial question to you. On the material supplied to the Committee, by the end of February Hornsby district was about 50 per cent overbudget in its overtime allocation - that is, with a budget year to date of \$226,000, \$339,000 has been spent. Would you say, Mr Hawthorne, that that reflects a well-run district?---A. (Mr Hawthorne) The information I have is up to the period ended 5th April, 1986. The year-to-date overtime variation overspent that I have is \$111,976. The overtime budget is \$34,450. For that particular fortnight they overspent \$1,696. I suppose, if one extrapolates that, it indicates that there are problems within the district.

(Mr Avery) Let us not get it out of perspective. Of the number of Family Law Court judges in this State, a significant proportion of them reside in E district. They were drawing resources from B district, which is Gosford, in order not to exacerbate their problem further.

(Mr Vineburg) The charge was against E district in respect of the overtime, travelling allowances, et cetera.

(Mr Hawthorne) The year-to-date overspend is reflected from 1st July last year. That is a full six months of responsibility for guarding six or seven judges.

Q. Mr Avery, are you satisfied that the overrun is primarily created by the need to guard those Family Court Judges?---A. (Mr Avery) Our satisfaction would be reinforced if the budget is adjusted subsequently.

Q. My last question is by way of a request. Mr Hawthorne, the Committee has been provided with the 1985-86 figures showing overtime to budget for metropolitan districts. Could you supply similar figures for country districts and branches?---A. (Mr Hawthorne) Yes sir.

Mr FISHER: I wonder if I could just focus on the area of accountability. Your annual report indicates a number of districts and also the branch structure of the force. I understand also that each of the districts has a superintendent who is responsible for the administration of that district. Could you relate to the Committee the responsibility in respect of each branch?---A. (Mr Avery) Yes. While we talk generally about district autonomy, it is district and branch autonomy or effective district and branch management. The over-use of the word autonomy creates the impression among some people that we are running about 27 different police forces. It is in the operational sense that they are accountable once they accept a policy direction from us, issues raised by Government and the Opposition translated into policy, and they develop it. We do not pretend too often to tell the superintendents how to run the operational aspect. If they want to use their traffic police for a crime search, for the apprehension of escapees, that is their prerogative. If they blow their budget accordingly

or there is a reduction in the number of random breath tests made, then they keep track of that and account for it. The branch superintendents are in quite a similar position with regard to their responsibilities for the resources within their area.

Q. For instance, in Newcastle or Wollongong, you would have a number of detectives from the CIB who are attached to those districts. Who would be responsible for the administration of those detectives attached to different districts?---A. You have rested your finger lightly on a carbuncle, Mr Fisher. There are the regional crime squads and there is a concern by the superintendents in the district that they should have rather more control of those people who are based, resident and working within their districts. There are certain complexities with the regional crime squad at Newcastle to which you alluded, because a lot of their work is done in the Lismore district, in the Tamworth district, as well as in the Newcastle district, so it is difficult for the Newcastle chief superintendent to be entirely responsible for all of the operational activities and use of their resources. We have had thoughts about the possible restructuring of the force to take account of these issues but any of our thoughts in that area are embryonic at this stage.

We have regional crime squads not only at Newcastle, but at Penrith, Miranda and Chatswood. Bearing that in mind, we have sought the problems of the local superintendents and asked them to talk very closely and carefully with, for

instance, the assistant commissioner who has the general duties responsibility or the general supervision of the district, or to talk to the assistant commissioner (crime) and their officers as the problems are identified. But not all the problems can be resolved to the satisfaction of everyone. The process of locating a regional crime squad at Newcastle, for instance - because that is the area with which you are more familiar, Mr Fisher - has been most productive with clear-up rates. To bring that sort of expertise into the local districts has been very useful. However, those fairly significant changes inevitably bring some organizational problems and these are being addressed as they arise.

Q. Are the resources of that particular district available, for instance, to the regional crime squad?

---A. I guess there would be some use of resources. They have their own resources and their own funding allocations which are controlled from the assistant commissioner (crime) and the CIB area. But there are overlaps of resource use because there is obvious co-operation between the regional crime squad and local detectives.

Q. It is clearly very difficult for the superintendent in that particular district to determine whether overtime being taken by the detectives in that area is in fact accountable to his administration or to the administration of the CIB?---A. There is that difficulty, yes, but there has to be an explanation either from one or both, the chief superintendent of the CIB or the chief superintendent at Newcastle, if there is a blowout in that area.

Q. So who would you hold responsible for that?---A. In the first instance if there was a blowout in the regional crime squad I would be looking to the CIB.

Q. Would you?---A. Yes.

Q. I notice, for instance, that in this chart the Newcastle area has a better year to date expenditure, in fact under-expenditure, in terms of overtime than any other district. Does that indicate that you would be prepared to allocate more resources to that region?---A. It all depends on a demonstrated need. We may well give an additional accolade or two to the chief superintendent who is bringing that about, or the people he suggests are supporting him in that way.

Q. Are there any other problems in respect of officers of the CIB allocated to districts or regions?---A. No, I would say that if there are some peripheral problems, they are almost entirely subsumed or subjugated to the profitability and benefit that flows from the regionalization of the CIB to achieve that kind of expertise. Some of the squads are highly specialized, but in general, most of the squads are represented so you have people with skills in the general investigation of armed holdups, homicides and so on, local, and having a continuing interest in the crime in those particular areas.

Q. In the Committee's previous report, data was given on the percentage of total overtime paid to general duties police and traffic and CIB. The data showed that despite an overall large increase in overtime payments, the proportion going to each of those groups remained fairly steady. Can you tell the Committee if the proportion going to each of

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those groups is still approximately the same?---A. Yes.
We had a look at these figures and there is a coincidence
in the percentage rates. Could this document be tendered?

CHAIRMAN: Yes.---A. The document reads:

POLICE HEADQUARTERS

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The Chairman
Public Accounts Committee

CLN:M
Reference MR2:201597
Telephone 329 3277 ext 55261

Management Review Board

2 May, 1986

Police Overtime - Fifth report

- - -

The following details are supplied which represent an extension of the tables set out on page 11 of the Fifth report of the Public Accounts Committee Report on Police Overtime.

Overtime Hours - '000's

	81/82	%	82/83	%	83/84	%	84/85	%
General Duty	340	45.5	258	44.8	339	46.1	306	44.9
Traffic	57	7.6	47	8.2	65	8.9	46	6.8
C.I.B.	255	34.1	188	32.7	246	33.5	236	34.6
Other	96	12.8	82	14.3	85	11.5	93	13.7
Total	748	100	575	100	735	100	681	100

Percentage distribution of Total Overtime Hours between Constabulary classifications

Year	General Duties	Detectives	Traffic	Other
1981/82	45.5	34.1	7.6	12.8
1982/83	44.8	32.7	8.2	14.3
1983/84	46.1	33.5	8.9	11.5
1984/85	44.9	34.6	6.8	13.7
Average over four years	45.3	33.7	7.9	13.1

What I would like to point out, Mr Fisher, is that while there are similar percentages in the years, if one looks at 1984-85 - the figures 44.9 per cent, 6.8 per cent, 34.6 per cent and 13.7 per cent - show a similarity to the 1983-84 percentages. These are large elements within the force. If one makes a comparison between 1983-84, which was 65 000 overtime hours for traffic, and 1984-85, which was 46 000 overtime hours for traffic, there is quite a significant reduction, in the order of 25 per cent or 30 per cent. So, depending on which way one reads the figures, there are significant variations. I would submit there is no calculated coincidence.

Mr FISHER: I notice from the data supplied to the Committee that the personnel branch received a budget of \$114,790 for 1985-86. Why would the personnel branch require this amount of overtime?---A. (Mr Graham) The personnel branch takes in a fair variety of people and personnel. We have the Police Academy itself, we have the people who handle the personnel function, the promotions, transfers, deployment, and we have a fairly significant section called the training, development and examination branch. The examination branch attracts a lot of overtime because examinations are held at different times of the year in accordance with the various ranks for which people are endeavouring to qualify. Just this week about 1 500 people have undergone the sergeants' examination. It has been obvious, just by ringing around the place, how many people have been missing for the four days that this week represents because they are undertaking these examinations.

The development and the marking of these papers will need to be done in a time span of about six weeks so that the next qualifying examination for constable first class, which will be held in August, can be organized and set.

We have a staff of only about eight people who will be working fairly significant overtime in connection with that examination. That is fairly much a continuing thing, so there is a small section of a number of people who become involved with the pressures of having to do things in order that we get the management information that so-and-so is qualified by examination for promotion, or the reverse is the case, that he is not qualified.

The training development branch also is involved with considerable activity and used to contain within it the Aboriginal liaison unit until the formation of the community relations branch last year. Although a small unit, they are also significant users of overtime because they are required at short notice to go to places like Redfern close to the city, at various times of the night, or Moree, Walgett or other scenes of activity whenever they are needed. Although the Aboriginal liaison unit has now moved into community relations, there has been a group of people working under this umbrella of training, development and examination within the personnel branch who do a considerable number of things that do not seem to have a personnel function. That has to do with some of the history of how this section was developed.

The overtime allocation for the personnel branch is worked out on the perceived needs and usage, and, of course, has been supervised in accordance with that. It has

been cut back considerably. Mr Vineburg made reference to the administrative areas having to be reduced with respect to doing things within an allocated work time. One of the problems there is that our turn on to operational needs is such that most of those areas are under-resourced for staff. Because there is a minimum number of people working in those areas, whenever there is a need to achieve certain things and there have been considerable pressures to do things in a different fashion, to do them differently from what has been the historic process, without necessarily having the benefits or advantages of computerization which is still on the way, plus the need to get certain things up and running, including research, there has been in the past some overtime. I think that has been trimmed considerably in the current arrangements.

Q. You would not have felt that, particularly in the matter of examinations, more staff would be a more economic proposition than overtime?--A. I would think that, and would like to enlarge it; but the competition for staff is keen and it is a highly specialist area and a high security area. The last thing that is wanted is people handling examinations who do not have a considerable degree of trust and integrity at the highest level. Often enough you could use more staff if there were locational arrangements which would allow more people to sit around without hanging them off the ceiling.

Q. I notice the technical support group received a budget of \$663,000 for a staff of about 300. This would come into your area?--A. No, I am surprised at that figure. I thought it would be double that in the technical support

branch area, but that is just an off the cuff comment I am making.

(Mr Vineburg) Again that is an area where there is a need for a 24 hour a day, seven day a week attention to the police telephones and the police radios, et cetera. That must be kept going at all times, otherwise operational police would not receive the calls that need to be conveyed to them to go to the assistance of people in trouble.

Q. Again, would it not be more cost effective to try to increase the staff in that particular area?---A. That is an appropriate comment. We are almost doubling the staff in that area when we get the accommodation and the more sophisticated radio equipment when we move into the Sydney Police Centre. A lot of our strategic planning has been curtailed much more than we would have liked because of the prolongation of the building of the Sydney Police Centre which has been going now since 1978. I hope to see it in my time in the public service; I do not think I will. The way things are going, the centre is not likely to be opened until next year. It has been going to be opened in 1982, 1983, 1984, 1985, and it just goes on. So we will be doing what you are suggesting, almost doubling the staff in the communications area, which would require more shift allowances which would virtually eliminate overtime.

Q. And the overtime payments to the technical support group which amount to an average of about \$2,000 per annum per officer you believe will be overcome when you move into the new administrative headquarters?---A. I would say that basically shift allowances will be the rule rather than

overtime when we move into the Sydney Police Centre, yes.

Q. And most of that overtime is for officers associated with that particular group?---A. Either that sort of communications or, as I mentioned earlier, communications associated with the fingerprint area or the criminal records area. Both areas must be staffed 24 hours a day, seven days a week, to fulfil our obligations not only to our own police and the community but also to police forces and agencies throughout Australia.

CHAIRMAN: There has been a devolution of responsibility from headquarters out into the districts and branches. There were obvious difficulties because of the lack of management expertise in those areas some two years ago. Can you make a general comment on the effectiveness of this programme, especially in terms of overtime? Do you think it has had an impact on the management of overtime?

---A. (Mr Avery) I do, because it has obviously put the responsibility at the local level where they are closer to it. By the time it gets back up to us, there are all sorts of justifications for using overtime. If you are working close to it, you can anticipate the needs. You are available for discussions with the detective sergeants, the traffic sergeants and the general duties sergeants, who are approving it and who have the closest supervision to it. Again part of the educational programme of particular concern to the Police Board is the executive development of police officers, not only in financial management but in the wider educational aspects.

Q. Do you think it has been successful?---A. (Mr Graham)
Yes, I think there has been an obvious step forward. I think it is true enough to say that when we started off with the devolution of authority out into the districts and branches, they were practically or totally unpractised in the handling of these things. I believe it is a tribute to many of them that they have come to terms with it. It would be very good to be able to report to the committee that these things are showing a downslide instead of the other way. But I think that the control mechanisms and the understanding of what has to be done and is being done has given us a much better arrangement. I think that will be developed further when we expand beyond the immediate control of just such financial arrangements as overtime. I think it will be even more so when we can address the personnel issues in those dislocated areas as opposed to it being centrally organized, because, as the Commissioner says, by the time we come to deal with it, there is a problem. On the ground, if we can turn our police managers into human relations people as well, I feel sure they will be able to address some of those problems whereby overtime is caused, because a person has not been attended to or identified as needing some assistance at some stage and he could be rehabilitated before it became a problem. I believe there has to be an ongoing arrangement for that development. I do not think it can happen in just a short period. I feel, though, that remarkable progress has been made. I think it is effective.

(Mr Avery) If I might add, Mr Chairman, one comment. While our particular concern here is overtime, the greater responsibility and accountability within the districts has meant that one of our longterm goals, a more ground-up approach to policy development, is happening because there are people with significant responsibilities at that level. The superintendents, when developing their own policy which must fit into the corporate picture, are encouraged to use their inspectors, their sergeants and their constables who have the latest overnight experience on the streets, to develop the policies and pass them to us. We have seen tangible evidence of their thinking in the sort of strategic planning that is coming back to us for their particular district.

Mr WALSH: Mr Avery, in November 1982 the Public Accounts Committee recommended that the department look at providing sick leave statistics. It is now three and a half years later and we still do not yet have any statistics worth looking at. Would it be fair to comment that the Police Department has been rather tardy in its attempts to introduce statistics, which are most important in this overall discussion of overtime?---A. I would respectfully disagree, Mr Walsh. It has been of great concern, and obviously if we are going to deal with any managerial concern, then we need some statistical information ourselves. Certainly we have no intention of not passing on any of that information. As I said earlier about our sick leave statistics, in order to generate better quality statistics we endeavoured to computerize the data collection processes. We have had some problems with that. We have some statistics to show

which need some explanation and I would ask your indulgence, Mr Chairman, and members of the Committee, for those figures to be presented and explained.

Q. Before going on to that, I am still concerned about the length of time it has taken, three and a half years. You have had some manual records - that has been acknowledged, though they were not perhaps so significant - but it has taken three and a half years for any statistics to come forward in a presentable form. The question is: why so long? Granted, computerization takes time and you need to get the budgetary allocations and so on, but why three and a half years?--A. I am not aware that we have avoided the issue, Mr Walsh. Perhaps Mr Graham is more familiar with the situation.

Q. Mr Graham, as I have said, that was one of the key recommendations of the November 1982 report of the Public Accounts Committee: that sick leave statistics be established within the force. My question is: why has it taken so long?--A. (Mr Graham) I would like to respond if I may, Mr Walsh. I think your question is properly put and it does beg the question, why it takes so long. I feel a sense of diffidence because it is in my area, the medical and health and welfare of the police through the personnel branch, and our endeavours to organize things statistically. It was not cast aside. We were very well aware of the recommendation. I think our secretary could tell us better but we got some new computer arrangements subsequent to this, I think in April 1984, and we competed for space on that computer to do exactly what you are talking about,

but were unable to press our claims ahead of such things as criminal information and other systems which are still being brought on to line but which are very well advanced right now.

Eventually about this time last year, or actually before that, we sought and were funded, through the offices of the Commissioner and the secretary, to go externally to do this. Of course, this was under conditions where we were handing ourselves over to other people and moving into an area, not commercial enterprise, but the University of ^{New South Wales.} /.

That was the place we went to. We were paying their costs and also accepting their priorities with regard to it. The development of the information was given considerable thought and we got it up and running by 1st July so that we could take that fiscal year on into the future.

Our first printouts of that, and the changed arrangements which had to be put into all the divisions, districts and branches in order to get this information on a fortnightly basis, came to us at the end of September. We were quite shocked by the figures that we received and they set off alarm bells. But at no stage did the people involved in the development of the system think there was a totally accurate picture being given to us. As a result of further work on it, we felt we reduced that a little. But we are fairly confident that the mechanical means of getting the information in, because it involves the human factor in the first place, is giving us something less than what is needed and something which has to be corrected. If I can just take it further, we took that worst case. Nothing

that we have found has indicated that we have understated the position. Everything seems to indicate that we are at the far end of the spectrum and any accurate figures will be a reduction of them. But from the time we got that, the Commissioner accepted the fact that we were in a position that we did not want to be in, and we instigated some measures which I think will have some beneficial effects and will be of some use to us in the future.

Q. Before going on to the explanation of the computer system, was there any attempt in 1984-85 to provide manual figures on sick leave statistics?--A. Our endeavours to do it manually showed that it took practically a three-week ring around to get those sorts of figures from each of the people concerned. The method of computing sick leave at that time belonged to another age whereby on a daily basis figures were sent in by divisional mail to the police medical officer who took some figures and sent the book back. One had this information criss-crossing. By the time it was entered, perhaps the person was back at work. We felt there was not any great efficacy in that sort of thing and preferred to put our eggs into the one basket of getting into a modern system that would enable us to do better. The former system of counting showed us a figure which, if not good, was liveable. The new system of getting things, with the inbuilt error rate, was something that we were not happy about at all.

Q. On the figures you have, do you have any idea of the sick leave statistics over the past four years?--A. No, because we started counting from 1st July.

Q. So in relation to the health of the officers and the reasons why they were sick, you have no idea?---A. No.

(Mr Vineburg) I think it is fair to say that until recently the district superintendents maintained these records, as Mr Graham has said, and they would have been expected to take action within their districts and in turn within the divisions to ensure that the personnel within that district were monitored in respect of sick leave. Otherwise they would have been putting them on the medical certificate requirement et cetera. But the fact is that we were not a centralized system of reporting sick leave or other leave and that creates immense problems getting a good system. In other words, there are 27 or 28 systems functioning with the New South Wales police organization. That is quite different from Victoria where to a certain extent they have computerized sick leave as a central data base and they have no problems. We have had problems but, as Mr Graham has also pointed out, as from the beginning of this year we are now getting this information in connection with sick leave in particular and other leave coming in centrally, and that will make the computerization much easier.

(Mr Avery) Mr Walsh, I might say that within the police rules and instructions there have long been fairly clear guidelines for people to administer the sick leave arrangements. It has been fairly substantially the province of the senior police medical officer and his relationship with the officers at the districts concerned. But admittedly

we take the point that from a management point of view we need wider centralized figures. I only mention that to indicate that is not something that has been ignored.

Q. We have those health considerations which are very important, of course. But do you have any idea of what sick leave has cost the public purse over the past four years? Do you have any statistics on that?---A. Mr Squires might be able to assist you further, Mr Walsh.

(Mr Squires) As a result of that codification of overtime, as has already been said, there are six codes which relate to sick leave, in particular short term sick leave. We have monitored this and we have figures from 1st December 1985 until 22nd March 1986 indicating the hours spent in respect of those six codes, as explained, and in respect of the total cost for one period and the total cost for the total period. We continue to monitor this in this way.

Q. From December 1985 you have records, but you would not know what it cost the public purse prior to that period for sick leave? If your computer figures are correct - and you have admitted that they may not be correct - you are looking at something like 26 days per officer times 11 000 officers. That is a heck of a lot of sick leave. I put it to you, Mr Avery, that you have a major management problem with sick leave, either the health of the officers or perhaps some abuse of the privilege?---A. (Mr Avery) There may be something of both, Mr Walsh. But before we take that figure, could Mr Askew give some explanation of why there is a variation?

Q. Do you contest that figure, about 26 days?---A. (Mr Askew) We certainly do. There is no doubt about that.

As I indicated previously, the method available to us to collect data was fairly poor. What we attempted to do as from 1st July 1985 was to collect a lot of information for many users of the information in the system, not just for financial aspects but in relation to the medical component, so that the police doctors were able to indicate the extent and nature of the injuries to and sicknesses of police as well.

We introduced a form, which is a OCR type form - and I have some samples here which can be passed around - in order to enable us to collect that data. Prior to that, data would be entered manually onto a form - which I shall hand around - and then transcribed onto these other forms. The books were sent around, indicating the methods and the requirements of the compilation of that information. By doing that, we attempted to collect things like the surnames, initials, rank, station, unit, registered number, illness or injury, and we made provision for the cause code, whether it was claimed as hurt on duty, whether there was a medical certificate provided, whether the person was on restricted duties or not, whether he went off on a morning shift, afternoon shift or night shift, and what day of the week it was, so that we could determine whether people were taking Mondays or Fridays or the day after payday off and things like that - sick leave during annual leave, sick leave during in-service training.

CHAIRMAN: How can you have sick leave during annual leave?---A. Easily. That is one of the conditions. The date off sick, the date placed on restricted duties, anticipated periods of absence and things like that, and

when the police medical officer was visited. By providing information for a whole range of users using that information, it was necessary to do the cross-tabulations on the information by computer because it was impossible to do that sort of thing using a manual system and provide details to all the users who required the information. Over the six month period to 31st December, of which I believe copies are in front of Committee members, you will see a row of figures for the State totals. I shall work on the State totals unless you want to go into any particular districts, but the same arrangements would apply.

You will find there that the sick days total 133 906: claimed as hurt on duty, 41 719; and the actual shifts lost, according to the figures there, were 95 878. Now this was the first style of printout that we were receiving from the University of New South Wales that reads and analyzes the information that we have. When we got those figures, clearly the claimed hurt on duty is equivalent to what outside enterprises would classify as compensation cases, and therefore should not be considered as sick leave. It is a separate issue. In addition to that, the method whereby we calculate the sick leave includes a seven day period. If an officer is off work from Sunday to Saturday, that is seven days. In outside enterprise and in other government instrumentalities, the sick leave is calculated on a Monday to Friday basis and rest days are not included in sick leave calculations. But when you start deducting the compensation component and the rest day component, the figures come back to something of a reasonable nature.

For example, when you deduct the 41 719 which is claimed to be the number of those hurt on duty and you then deduct two-sevenths of that figure of 92 187 it gives the total figure of 65 847, and when you divide that by the various strengths there is a loss of 10 691, we find that for the six-months period the average is 6.159 days and if you total that, you are looking at a daily average rate over the annual period of about twelve days a year.

Q. I cannot see why you have extracted two-sevenths from it because, if you are going to get the average number of sick days you have to take it over seven days. This cannot have an input if you deduct the two-sevenths out of it?---

A. Our salaries are paid on a five-day rate.

Q. So you cannot deduct seven days?---A. (No answer)

Mr WALSH: If that person is replaced while he is off sick, that is whether sick on compensation, or sick for one day or two days or three days - no matter what, you are still sick - that is only an accounting division?---A. The question is how much sick leave has been taken. Whether they have to be replaced is a separate issue.

Q. If a person is off sick, he is sick, and it does not matter whether he is on compensation or not. He is sick.---

A. In this particular industry in which we are involved, there is great opportunity, because of the high speed chases and because of the physical contact relating to arrests and similar matters, for police to be placed in situations that employees in other organizations and other industries do not encounter.

Q. Perhaps like the Corrective Services?---A. I am not aware of the figures that are coming from Corrective Services, so I cannot draw any comparison.

CHAIRMAN: If your figures are accurate here, you deduct two-sevenths from your total figure of sick days. You deduct two-sevenths from the total number of people that you have in your sample, to get your average. Did you do that?---A. The figures we have there are in fact the total number of sick days and those that are hurt on duty as well.

Q. You do not deduct two-sevenths from the 10 000 in the police force?---A. What we are trying to arrive at is the number of shifts lost from the sick days, not including the hurt on duty days. We try to isolate it to the sick leave component entirely.

Mr SMILES: On a point of clarification. On this point I look at your management report No. 1 of 1st July, 1985 to 31st December, 1985. Although I understand the two separate concepts, to my mind at least in terms of those police officers involved in duties where there is a seven-day programme - when I look for and seek explanation here for the average number of sick days via strength, I find it interesting that at least three or four of the branches of the police force that I would assume do not work a seven-day week, in fact have the highest figures. We have the Police Academy with 14.97; then we have Community Relations, Headquarters, Management Review and Prosecuting all among the highest. Only Traffic is towards the bottom of your list and Technical

Support at the bottom of the list would, I assume, operate on a seven-day roster system. Therefore these would come within your ambit of allowing the two-sevenths?--A. Notwithstanding that, they are still put off for seven days regardless of where they operate. That is the rule. If you are put off sick and you are off sick for fourteen days, it is fourteen days not ten days, regardless of where you are in the organization.

CHAIRMAN: It is a matter of semantics in terms of the figures. The figure is still reasonably high. We will ask Mr Walsh to continue on that basis and, if our questioning is based on an incorrect premise, we shall take that into account at a later stage.

Dr REFSHAUGE: I would like to ask a question on that. Would most of the people who go off sick, go off for more or less than five days? This is not taking into account people who are hurt on duty?--A. Well, we have some figures on that. I would not like to present these as being accurate because we have some bugs in the system which make us not 100 per cent confident. I will answer that by giving an indication that I have had some figures from the University of New South Wales this morning and have adjusted those figures you have in front of you. The actual number of days, on average, now works out at 5.63. That is where there have been irregularities on the forms. The forms are being sent back to the university to be put through the machines again and made to readjust. So the average daily rate for

each person is 5.63. I shall give you a copy of that later on.

Q. Is that for six months or twelve?---A. That is for the six months period. You have to double that to get an indication. For the three months this year it is 3.09, so it appears to be slightly higher, but once again there have been no corrections sent back to get that information fairly valid, and we will have to take that average next month.

Q. The question is - when you go off sick are you going off for one, two or three days, or are you going off for seven, eight or nine days? If you are only going off for one or two, your two-sevenths deduction is a waste of time?---A. When you do that the two-sevenths overall works out to be fairly accurate. The machine has a formula in it which takes account of the formula that is used by the department to apply rest days for a certain number of days you go off sick.

Q. I shall state my question, and we can argue this later. We will come back to ¹⁵¹it at another time for explanation.---A. I will finish that, if I can. The formula we are applying to the one, two or three days, or the 7, 8 or 9 days has worked out very close to the two-sevenths. There is a formula that does that.

Mr SMILES: I cannot believe that.---A. You don't?

CHAIRMAN: Is it on the figures?

Mr SMILES: Yes, it is. It is in line with Mr Walsh's question.

Q. Mr Askew, I should like you again to draw your attention to the average sick days via strength column. Is it meaningful in Mr Walsh's question and in mine to compare those figures from the Police Academy to anti-theft? When we talk about the average number of sick days via strength, is that a calculation regardless of the actual number of officers associated with each of the branches? Is it a relative measure?--A. It takes into account that we are talking about the various strengths for those particular places, and it applies to the number, yes.

Q. If you like, it is a percentage - could you treat it as a percentage regardless of whether it has a correct number?--A. Yes.

(Mr Graham) I think your anti-theft is about ten persons and the Academy - I am not sure - 167 or whatever. Of course, because of the anti-theft being small - I think they have one person off and that accounts for their percentage. In the greater number of places there would be more opportunity for people to take advantage of sick leave and there would be consequently more people off. The Academy has its problems because of the physical component of courses as a percentage of the total, and that does tend to bulge it out. You mentioned one other, a short while ago, Mr Smiles, in connection with Headquarters. We tend to belly that out by taking people out of the operational area who are on long-term sick report and not likely to resume, and we bring them into Headquarters and put them into the inactive list.

Of course, they show up in the figures because of that, and that gives Headquarters a disproportionate amount of sick days. It is not necessarily the workers who are attending the workplace at the time.

Q. Mr Graham, my concern here is that if one looks at the Academy with 14.9, and Community Relations with 17.4, and Headquarters - accepting your point - with 23, Management Review with 26.6, Prosecuting with 15.12, Traffic with 15.46 and Technical Support with 18.13, and if you compare them with the lower order of average sick days recorded here it would appear that those police officers associated with non-direct anti-criminal activities have the higher average number of sick days via strength?---

A. I think you will also find that there are less of them. If you look at the divisions and districts you are dealing with hundreds, but in those pockets, except for Traffic, you are dealing in fairly small numbers. One or two people there can skew the figures tremendously.

(Mr Askew) Perhaps I might be able to expand on that a little more. The Technical Support Branch has an area in the communications component where we have had some industrial disputation about staffing numbers and sick leave that has resulted in excessive overtime. This came up before. And so that can probably explain some of the background in relation to the Technical Support area. In addition to that, at Headquarters, as Mr Graham has said, if there are people on restricted duties and they are pulled

out of the firing line to some extent they are quite often placed in strategic positions at Headquarters, to get some useful work out of them. If they were still out in the field they might be still off duty full time. They would be only off duty for shorter periods at Headquarters. At the Police Academy we have lots of people who are training, and although they are not on the authorized strength they would go on the return from the Academy. This would inflate that figure. Maybe that is a problem we have to overcome in the tidying up of the computerized system in the future. I am sure we can provide reasonable explanations for those if you would like to thrash them out with us at a later time.

(Mr Hawthorne) It seems to me, and I do not make this observation lightly, that we are basing premises in relation to this sick leave problem on totally inaccurate data. From a manual authentication exercise yesterday, on two samples of the information in this particular print-out, I have proved it cannot be relied upon. I will give you a perfect example, my own branch. Management Review indicates there were eight police absent out of a total strength of ten. This must mean that there was only myself and one other fellow, perhaps Mr Squires, out of the total strength of ten who was present. In fact, there was one man on long-term sick leave who ultimately went before the board earlier this year. Therefore I consider and I submit to the Committee that the information that has been presented today is totally useless, baseless, and must be updated if we are to get more

accurate information before the Committee.

Mr WALSH: When do you think you can come back to the Committee with some accurate information at this stage of your programme development?---A. (Mr Askew) First of all, I would like to comment on what the Chief Superintendent had to say. Because of the transfer position where people are being transferred in and out of places almost on a daily basis, it is almost impossible to try and associate the actual strength of people who are there at the present time with the sick leave, so we have had to look at the authorized strength. We look at the figure they should have. That might vary by one or two on a daily basis. That is probably why this has thrown the figures out to some degree, because Mr Hawthorne has attacked it on the basis of the actual strength on any given day whereas these figures are based on authorized strength. That can clearly throw it out. What is intended in the future is that when this system is working accurately we will try to give them a tape from our computer section with the actual strengths on as well, so that we will be able to draw comparisons between authorized and actual strengths. At this stage it is based only on authorized strength, and that is why those figures vary considerably.

(Mr Avery) If I might be permitted a moment - irrespective of what the figures were, as soon as we saw that print-out in January we issued a circular which put greater constraints on all police in respect of the taking of sick leave and made considerably more demands on the officers

responsible for the supervision of sick leave. The circular that we issued is in the document we supplied for your information, concerning overtime. I reinforced that by attaching to that circular a memo to every superintendent in charge of a district, making sure that he brought to every commissioned officer's notice, and to my satisfaction making sure, that every commissioned officer signed an acknowledgement that he had read it and taken it into consideration that these things were to be rigidly enforced or I would regard that as a piece of negligent management. We understand, from the indications that have come, that that has caused a downturn since that date. We do not know how significant the downturn is. It is a matter of concern, and will remain a matter of continuing concern. As expeditiously as possible we shall provide this Committee with any additional figures and any adjustment made by the University of New South Wales, and if this Committee wants a co-ordinator with a manual check that shall be done. If any of the Committee, or any of the Committee staff want some discussions, or even want to oversee the checking of the methodology processes, we would welcome any of that sort of intervention as well.

CHAIRMAN: It seems we are thrashing around in the dark because we do not really have a basis to put our questions, however Mr Walsh has other areas he would want to cover. Obviously, he will take into account, in his questioning, your comments in that respect.

Mr WALSH: Mr Avery, just before we move on to this other area I point out that in your fine submission to the Committee, at page 5, when talking about sick leave proposals you say that if an officer takes 15 days or more he has to go before the police medical branch. Obviously, that will be a meaningless exercise until you get some meaningful statistics together?---A. That is happening now.

Q. Is it?---A. Yes. Our biggest problem is the collation of data. People are aware within the various elements of the organization what is happening as far as sick leave is concerned. It is a matter of getting all the organization's figures together and making a meaningful management response to fix it.

Q. With the staff numbers since 1981 and with the position of 1 500 officers, where have all those officers gone? Where have the 1 500 gone?---A. You will have the figures. Many of the additional were associated with innovative policing, the anti-theft, the foot patrols. There was a drug law enforcement. This had additional activities. All of these were significant areas and had an immediate and positive response from the community. If I recollect, the highway patrol got a significant upgrading in that figure.

Q. Do you think that staff shortages in any areas have contributed to the overtime problem?---A. Obviously so. There are times when staffing arrangements do not allow us to meet demands for services at the time, and that creates a problem. When we form a new squad it is obvious that if the squad is

to be of any quality we have to draw on experienced people from the divisions. These are the areas we are addressing now.

Q. One final question. You mentioned, and we have tabled, that letter from the Minister relating to the civilian clerical staff. In the statistics in what I think is annexure E, you have a code number 999 which has a fair overtime component. Do you think that with the civilian clerical staff that overtime component will cut down considerably - that is the processing of offenders. Is that one area you can identify?--A. There may be some peripheral cutback there, but most of that is essentially a police job, arresting and charging. As we put more police out on patrol I expect that there will be more emphasis in that area.

(Mr Vineburg) The advantage of going to civilian staff on the computer is that when the police get crime reports, either as detectives going to the scene of a crime or as general duty police, or when people come and report a crime at a police station, the detective or the general duty policeman can fill in the report in handwriting. Where there are civilian staff he can pass over that report to be inputted immediately into the computer. That will save police a great deal of time. At this stage they have to type up reports to send them somewhere else.

(Mr Avery) One other aspect in line with the last question, which is a matter of concern. I can remember a television show where we were able to use Darlinghurst Police

Station. The constable laid out about eight forms that had to be filled out in relation to a drug arrest. I had some sympathy with the constable. What we are looking at trying to develop is a computerized on-line charging arrangement which will allow the production of most forms of data as quickly as possible with a minimum of police input. That is a fairly difficult thing because it involves court records as well. It has high priority, as far as we are concerned, with the research and development branch.

CHAIRMAN: One final question, gentlemen. I have here an extract from the police journal which shows changes in the force for the period April 1986. That shows 28 members discharged as medically unfit. If you multiply that figure 28 by 12 you will get more than 300. You have indicated the mechanism you have put in place to ascertain sick leave, but you really have not indicated to the Committee how long a member of the force can be on sick leave before measures are taken to discharge them. I put that question to you. Second, from my point of view it is a fairly large number of discharges: do you feel that is in keeping with good management techniques?--A. I will let Mr Graham elaborate on that. Essentially, while the senior police medical officer entertains some reasonable degree of hope about the ultimate rehabilitation of the person who is sick, he is not medically discharged because he might make a useful police officer. However, that might take some time, depending upon the seriousness of his incapacity. Mr Graham is more familiar with that matter.

(Mr Graham) From these print-outs, at every stage we have said we will treat them as being the basis of information of a general rather than an accurate or specific nature. We know there are problems. Mr Smiles asked about one or two or three days, and how that might account. It accounts for most people who go on sick leave. Most people take one, two or three days off. The greater number of people take the smaller number of days off. However, 75 per cent of our days lost go off on long-term sick report, people off for 50 days or more. That is demonstrated from those figures, using the raw figures. That shows the problem. The people who are being exited for medical reasons are obviously those who have had a lot of time off, those who have had a lot of days off, because this is a charge against the public purse. While they are in that position, we do not get a replacement. It is not until they are discharged that we can apply for a unit to become another member of the police force, and a more reliable member of the police force in the process.

Those figures run from July to December. As at 31st December we had 96 people who at that stage had been approved by the police medical officer to go before the medical board at the Health Commission. That is a figure where those people had been off for an extended period. The police medical officer had made a determination that in his view they were not going to go back to work. He had followed that process. Eventually, they appeared before the medical board.

That decision is made, whether they go or not. I think that for the month of April you say that 28 went out?

Q. That is right.---A. 28 of those would have been in that figure of 96.

Q. That is an inordinate number on a monthly basis?---A. It is higher than usual but, as a direct result of what we found out about this in the six-months period to 31st December, and as we cannot put pressure on the police medical officer because he is an entity in his own right to determine whether a person is fit to join the police force or no longer fit to carry out duty or is not going to be - at the same time we examined the numbers. We went to him. Straight away he started to realize that we were building up a great number of people who had been off for a long time, people who had been taking a lot of those days off that are shown there. As a result of that, 96 at that stage were expecting the boarding arrangement. It takes one or two months beyond that, because of some procedural methods that have to be followed, before the boarding can happen. That is so especially if they claim that the reason they are being discharged - if it comes to discharge - is a compensation case, being hurt on duty. We have to examine that in relation to the discharge mechanism so that, if they go out, the superannuation board can make a proper adjustment.

If we put them out before that decision is taken, the chances are that they are going to be out with no income until such time as the decision is taken. They do not get

their pension entitlement until these other factors fall into place. We have to be in a position of being reasonably protective towards people who have given long and good service, and who have run into one or other of these particular problems that cause them to go out of the police force.

Q. Would it be fair to say that the majority of those 96 have been forced by the medical officer to retire, or would you get a percentage of those officers deciding in their own right that they want to go out medically unfit so they present themselves for examination?--A. A proportion of the 96 will volunteer to go before the medical board, which is not the same as the police medical officer. The medical board is an independent group at the Health Commission who make a determination. Those who are not sent there because the police medical officer has determined it have to pay the cost of that board, some fairly nominal cost of about \$80. Obviously, most people who are in a medical condition whereby they feel that they have been off for long enough and who no longer feel they are fit for work in their own view, are waiting for the police medical officer to say that. In such cases, without cost to them, the matter goes before the police medical board. It would be far less who seek to go before the police medical board because, in those cases, the medical officer has made his determination that they are permanently unfit and the likelihood is that that will be reinforced when they go before this independent board. But

you cannot pre-empt that decision by these other people.

So, of those 96, a great number would have been exited in the time, and that should also reflect in our figures when we start to count from 1st January on. Some of these people who would be still a charge on days off on a permanent basis will now find they are no longer on the police charge, that they have gone from us. We would like to see the time it takes to get to that stage reduced. At the time the 96 were determined by the medical officer there were another 66 who were on long-term sick report of 50 days or more, about whom we have not made such a determination.

Although we cannot count on the figures to tell us the actual position, there are trends in them which show our biggest problem is at the far end where people are off for long periods and they are multiplying that every day of every week of every month when being counted. If we can reduce that by appropriate managerial processes we will eat very significantly into the figures we have been talking about, but which are sufficiently airy-fairy that it is hard to make determinations on them. Trends are there. Many people take one, two or three days off. A far lesser number, about 25 per cent, are accountable for 75 per cent of the total days. Whether that figure is correct or not, those percentages are there to be seen.

(Mr Avery) The short answer to your first question is: yes. It is a major management problem. It is one we are looking at. There are a number of factors involved. The

pressures created are causing a lot of stress problems. We are looking at it from a recruitment point of view, identifying some of the occupational hazards that need to be reflected in the recruiting processes. Also, it may well be that the guidelines associated with sick leave may have some minor contributing significance. The fact that we have a police mutual provident leave fund, to which all contribute; plus the fact that ostensibly there is a 75-day a year sick leave allowance; I do not know that that has any effect, but I do not know whether that covers attitudes. The initiatives we put forward in January will have an effect. Part of that was that we wanted a report before anyone was to be promoted, a report as to their health record. We have already had one case at the Appeals Court where we failed to promote a sergeant because of his poor attendance record. The judge upheld us in that he said if the fellow had a poor sick record, he was unreliable. On that basis I pushed very strongly to the superintendents that I wanted a report on suitability, especially along those lines, before promoting anyone of any rank.

Q. When was that decision made?---A. The judgment? Last year. I am conscious of being on oath. I would not like to make a guess. It was a bit earlier than the end of last year. I think it may have been early 1985.

Q. I thank you for your wide-ranging submission. I might say that one of the prerequisites of being a member of this Committee is to undertake a speed reading course. It has been

of great value this morning. I thank you for your attendance. I might say that one of the areas we wished to investigate in detail was sick leave, but we have had difficulty with that. You are going to provide additional information. I might warn you that there could be a further inquiry into these matters, but we will not be in a position today to determine that until that material comes before the Committee.---A. As I indicated, you will have every co-operation from us.

(The witnesses withdrew)

(Luncheon adjournment)

MINUTES OF EVIDENCE
TAKEN BEFORE
THE PUBLIC ACCOUNTS COMMITTEE

At Sydney on, Wednesday, 7th May, 1986

The Committee met at 2.30 p.m.

PRESENT

Mr J. H. MURRAY (Chairman)

Mr C. M. FISHER

Mr P. M. SMILES

Dr A. J. REFSHAUGE

Mr A. P. WALSH

JOHN CAMPBELL GREAVES, Sergeant of Police on secondment as President and Chief Executive Officer of Police Association of New South Wales,

LLOYD WILLIAM TAYLOR, Sergeant of Police, attached to Police Welfare Branch, Tempe,

GEOFFREY RICHARD GREEN, Sergeant of Police, attached to Police Legal Representation, Ombudsman Inquiries Office,

SEAN PADRAIC MacCORMAIC, Secretary, Industrial Division, Police Association of New South Wales,

sworn and examined:

CHAIRMAN: Did you receive a summons issued under my hand to attend before the Committee?---(All witnesses) Yes.

Q. The Committee is following up a number of investigations it made during 1982 and 1983 about the problems with hospitals and overtime payments made in the Police Department and the Department of Corrective Services. We wish to ascertain whether the recommendations made by the Committee at that time were appropriate, and whether they have been put into effect.

However, before proceeding to ask questions of you, do you have any information or documentation that you wish to present to the Committee, or would you like to make a general statement?

---A. (Mr Greaves) We are in receipt of the documentation that brings us before the Committee. On a document dated 10th June, 1982, addressed to Mr M. H. Sheather, Clerk of the Public Accounts Committee, a submission was made by the Police Association to the Committee. The Secretary (Industrial) of the Police Association, Mr MacCormaic, and I appeared before the Committee and put forward the viewpoint of the Police Association of New South Wales. We set out what we saw as the contributing factors to a rise in the level of overtime expenditure within the New South Wales Police Force.

At this stage we do not resile from that statement. However, it was apparent to us that our submission was disregarded by those whose position at that time it was to consider the submission. Our stand has been vindicated. On reports that came out from the Committee there was confusion about penalty rates and overtime paid to our members. There was no acknowledgement that those two items were separate identities. There appeared to be no acknowledgement that in those days we were under a considerable amount of pressure to perform our duties at the same time as being requested in no way to increase overtime.

It would be fair for me to say, and I am sure that the Committee would agree, that the Government at a later stage acknowledged that there was a shortfall within the establishment of the New South Wales Police Force. Consequently there was an infusion of 1 500 new officers. At that stage Mr MacCormaic and I submitted to the Committee that any penalty should flow to the employer for the way in which the police force had been allowed to run down in comparison to other States.

I would seek to tender a circular No. 85/220 issued on 5th December, 1985, under the approval of Commissioner Avery. The second paragraph of that circular states:

The administration of the police force is aware of the staffing deficiencies experienced generally by all districts and branches.

That was signed by the Commissioner.

EXHIBIT A Circular dated 5th December, 1985, from
 Commissioner of Police.

If that is the admission by the Commissioner of Police, it would necessarily flow that there are insufficient personnel to perform police functions, and therefore overtime would be incurred by police. One of the complaints that I, and no doubt my colleagues, have received over a period of time is that they have been called off jobs that they were doing, because of the likelihood of incurring overtime. In fact, when officers are incurring overtime, the officer in charge might feel that overtime should not be incurred. Consequently the public can be put at risk, because that investigation is not continued.

If there is an attempt to lump the police in with corrective services officers, I would resist such a move strongly. We are a separate entity. We do not work like the officers in the Department of Corrective Services do. We are an emergency group of people within the State of New South Wales who are called upon at moments of trouble to come to the aid of people. As a result, we have no idea for how long we might be called out to perform investigative duties. That must be borne in mind. With due respect, sometimes people tend to forget that that is the role of the police: to go out and continue investigations until such stage as a satisfactory point has been reached. It is not of much solace to the public if police are called out on a matter involving a young child who has been molested - and I do not seek to be emotive about this. If the police cannot continue their investigations because of a ban of overtime, problems will result. The investigation cannot practically be handed over to another team that has just come on duty. If that were to happen the thread of the investigation would be lost.

I would ask the Committee to look at our submission, to see what we said particularly on page 8 as to what we believe are the problems. Certainly we have addressed ourselves to the question of overtime. The association would like to be able to be in the advantageous position of saying that our members should not receive any overtime at all. That is the ultimate aim of any union - and the Police Association is a registered trade union. However, we are sufficiently realistic to accept that in our line of business overtime must result. Again I emphasize that overtime is always a penalty to the employer. In fact under the present system it becomes a penalty on employees by way of the tax bracket that they find themselves in. In addition, they are deprived of their leisure time by having to assist the public.

Mr SMILES: Further to your comments concerning staffing numbers, since the time that the Committee last examined overtime within the Police Department, an additional 1 500 officers have been recruited. Where have those officers been located and why, despite that additional recruitment, is there continued comment to suggest that staff shortages are still a problem in the police force?---A. There has been the infusion of those police. We were 4 000 officers short. There have been 1 500 officers employed. Specific units have grown up within the police force to consider aspects such as break and enters, street offences and other specific problem areas. The association applauds initiative to put officers into specialized units. However, the difficulty is then that senior personnel are removed from general duties, and from plain clothes detective work. Those senior officers are transferred to the units because of the requirement for their expertise.

At the other end, at the call-out end, in which each of the Committee could well be involved, if the public is to ring up a police station they would expect a uniformed officer to come out in a car to investigate any complaint. That is the area in which there is insufficient officers as they have been transferred to special units. I refer particularly to the south west, the west and coastal regions such as Coffs Harbour, where there have been explosion growths. It would be fair to say that at Campbelltown, where there has been considerable action, there has been what has turned out to be the biggest growth throughout the State.

I refer also to problems such as single parents who are away from home for long periods of time. In many instances they might leave home to travel to work at 5 a.m. and might not return until 7 p.m. or 8 p.m. Those homes could be unattended during those hours. There is also a problem with unemployed people in those growth areas. Such unemployment results in increased crime.

The first line within the police force is the general duties officer who investigates matters. As I say, much of our general duties manpower has been transferred. Also, as more police generate more work, as a result of the additional work and the amount of documentation that police are required to engage in, they have less time to perform duties on the road.

(Mr Taylor) Mr Smiles referred to 1 500 officers being recruited since 1982-1983. You are not suggesting that is additional police? Many of those officers would have taken the place of the approximately 500 officers who leave the police force each year. Is the suggestion that there has been an additional 1 500 officers since 1982-1983?

CHAIRMAN: We have figures to show that the number of officers in the police force has risen in that time by 1 500. Our figures for 1985 are 10 608, and in 1981 it was 9 297?

---A. Accepting that as accurate, I support what Mr Greaves said, that there has been the creation of many new squads. That was at the initiative of the previous Minister. In itself those units have generated much more work. They were doing jobs that previously were neglected, but have not alleviated the work load of the general duties officers. They are simply performing a job that was not done previously as efficiently as probably it could have been. However, I repeat, that has not reduced the work load of the general duties officers; not at all.

Mr SMILES: Recently the Premier announced that an additional 1 500 positions will be created within the police in the next year. Has your association received any indication of where these additional officers will be allocated and what they will do?

---A. Not at all to my knowledge. We are aware that 523 police will be recruited as part of the shorter working week programme. In another statement the Premier announced that an additional 500 public servants would be recruited over the next two years, from July this year, to perform duties presently carried out by police officers; those duties that could essentially be identified as not police duties. The other 500 will relate to the usual attrition that occurs in the police force each year from resignations, et cetera. So we do not see that as being any real increase at all.

CHAIRMAN: There must be a real increase if in one year there are less police than there are now?---A. We say we are short of 2 000 police.

Q. There has still been that increase. I think you must accept that?---A. (Mr Greaves) Yes. I said there was that increase of 1 500, and that is an acceptance of that fact. Unfortunately, I hark back to our submission that at that particular time in 1982 we spoke of a shortfall of 4 000 officers on a criteria that had been worked out and validated. The 1 500 in no small measure went towards that figure of 4 000. But again, there have been population growths, as well as the problems I outlined previously, with special squads depleting general duties officers.

Q. I do not think that matters in this argument. We merely wanted to substantiate the figure that was put. You will agree that there has been an increase of 1 500. At the moment we are not debating whether that increase is adequate. However, there has been an increase?---A. (Mr Taylor) I certainly do not agree with that figure. Unless my calculations are wrong, on the figures just given, there has been an increase of 1311 officers, not 1500.

Mr SMILES: Over and above those officers retiring each year and the 1 500 new positions as announced by how many additional officers the Premier/would be required to practically eliminate overtime in New South Wales?---A. (Mr Greaves) I do not think that overtime can ever be eliminated. As I said, considering the line of work in which we are involved, where there is a threat, and investigations must be followed through, overtime cannot be eliminated. We would say that we should be looking at up to 2 500 additional officers to bring the force up to what we would consider to be an acceptable number. However, even that additional increase will not eliminate overtime.

Q. : I asked that question because in the 1982 inquiry you indicated:

An increase in strength could overcome the problem of overtime to a great extent.

?---A. Yes.

Q. Would the additional 2 500 officers overcome the problem of overtime to a great extent?---A. Yes, in certain areas it would allow the opportunity to work shifts and to enable sufficient cars to be worked to conduct inquiries from go to whom in a shorter period. On the other hand, officers having to do a multitude of inquiries will necessitate them working overtime.

Q. Given the considerable debate, both public and from your association, about the number of police officers required, why does your association think that the necessary recruitment over the last three years has not occurred?---A. Budgetary constraint is the answer we have been given. We sometimes worry about the priorities that people attach. Budgetary constraints may be applied to the police force. Yet money can be found for other projects. As I say, it is a matter of priorities. The association has publicly made that statement: where does the priority of the Government of the day lay? Is it with the police, with the arts, or in other areas.

Q. I have a table of the relative strengths of the police forces of the various States of Australia. The table indicates that New South Wales, with a population of 5.4 million has an authorized strength of 10 743 police officers. That represents a ratio of one officer to 510 head of population. In other States that ratio is somewhat less. For example, in Victoria there is one police officer for every 453 people. In the broad analysis do those statistics meet with your association's agreement?

---A. They are pretty much on a par with our original submission. In those days the ratio in New South Wales was one officer to

every 566 members of the public. Victoria was one officer to 490 members of the public. That has always caused the association concern. Victoria is the second most densely populated State and does not have the distance that New South Wales officers must travel. As a result of a particular inquiry into this matter, Victoria was shown to have an advantage that New South Wales certainly does not have. That does cause considerable disquiet within our membership.

CHAIRMAN: Are all of the police employed in the other States employed on proper policing duties, or, as is the case in New South Wales, is a proportion of them employed on clerical work?

---A. I do not know what you mean by proper policing duties. Proper to the association is that if a position requires knowledge peculiar to a police officer, then it is a police officer's job. That is a rough thumb sketch of the association's policy.

Certainly in other States police would be involved in support situations. Similarly, in New South Wales, a number of officers who have been injured, have been found a clerical position or a switchboard position rather than have those officers lost to the force. There is the added benefit that there is not so much of a drain on the taxpayer, whereby a person who has been injured is doing a job, indeed a valuable job, and obviating the need to employ an officer in that position who could be better used elsewhere and who might not want to do a job such as on a switchboard. Again, I would have to ask what is meant by proper policing duties.

Q. You have been closely associated with a conflict situation between the Commissioner and your union in relation to taking certain police from clerical areas into the work place. You would understand the area we are talking about?---A. Yes.

Q. Do the police forces in other States employ police in similar positions to which you just referred?---A. Yes.

Q. In the same ratios?---A. I do not know the ratio. I do not have the figures. I do know that some police are employed in those jobs.

(Mr MacCormaic) Victoria is undergoing an arrangement not unlike our own in relation to the projected civilianization of their force.

Q. You are in favour of that?---A. Subject to certain principles being adhered to.

Q. It was very successful in New York. I notice in the Sun Herald of a few weeks ago you said it was a great success in New York. Having visited New York, you said:

New York's success resulted from taking police out of clerical and administrative jobs and replacing them with public servants. The police presence in New York is now more visible, and acts as a deterrent.

---A. (Mr Greaves) I am glad you raised that, as it gives me the opportunity publicly to put this on record. When I spoke to the author of that article I was asked where the police came from. I did not know where they came from, or how they were placed on the streets. I did not know what jobs they were performing. So, although that comment is attributed to me, I do not know whether they were in clerical jobs or not. That was part of a conversation that occurred about clerical jobs and whether my association was considering that matter. The author has seen fit to run the comments together. I certainly have no knowledge of where the police came from who were

transferred on to the streets of New York. I do not know whether they previously worked in clerical positions or in police cars, or what. I certainly deny that.

Q. You did not ask such questions when you were in New York?

---A. No.

Q. You should have, perhaps?---A. I do not know. Maybe that is for someone who is about to travel to America, the Minister, who might be able to assist in that manner.

Dr REFSHAUGE: Mr MacCormaic, do you believe that police officers see overtime as part of their regular wage packet?

---A. (Mr MacCormaic) I do not think you could say that the average police officer does. I receive so many complaints from people who are unable to have days off. That is becoming a major concern. It is interesting to me that in relation to a 38-hour week one of the proposals is, because of the problem of co-ordinating leave years, that part of time off that accrues may either be taken as time off or paid for. A big proportion of officers do not want the money. They are looking to have the time off. The reason is simply because of the shortage of officers, they are unable to enjoy their rostered off days.

CHAIRMAN: Are you saying that the system that was in operation prior to 1971 whereby officers were given time off in lieu of hours worked in overtime is preferred by the association to the present system?---A. I did not say that, and I would not say that.

Q. Your members have said that?---A. No, the members have said that they want their rest days, and do not want to work overtime. They want their ordinary days off to be with their families and enjoy social activities like the rest of the community.

Q. Does the association have a policy on overtime payment versus time off in lieu?---A. (Mr Greaves) Like every worker, everyone is jealous of their time and their family time and how they wish to spend it. Again, I say that the penalty of overtime flows to the employer, but is also a penalty to an employee.

Q. what is the association's policy?---A. (Mr MacCormaic) The policy is that they should be paid further time because their experience when they received time off in lieu was that they worked the hours but never received the time off. In fact, periodically they had to tear up their notebooks and throw away thousands of days that were owed. They were being exploited. The idea of overtime was simply to curb that exploitation.

Mr WALSH: When did the policy change?---A. In 1971-1972 when the first payment for overtime was introduced. At that time officers were only paid time and a half for every hour. They were not on the industry standard. The point I made on the last occasion on which we appeared before your Committee was that the people at police headquarters who supposedly have some industrial expertise should have recognized that one day police would be awarded industry standard overtime.

The major manufacturers, such as BHP and the like, can function with award standards. They do so because they are compelled by the award to employ sufficient people to do what is required. The police force has been caught up by not looking ahead to see what will arise in future. They should not be allowed to continue to exploit their personnel. The real question is, who must pay the penalty. Unfortunately people are quibbling at the cost of overtime now. We are

concerned that our membership is starting to pay the penalty also. It is seriously affecting their health, social life and marriages.

The association's policy is certainly that of payment for overtime. When the pocket nerve - which is the only one that the Government seems to take much cognizance of - is affected, some recognition might be taken of the problem. In industry, going back to the question that Mr Smiles asked, payment for overtime is an economic consideration. Industry is prepared to pay overtime up to the point at which it becomes more economic to employ labour. To some extent at the moment it is likely, although people might quibble about overtime, still cheaper to pay overtime than employ the additional 2 000 officers.

CHAIRMAN: I doubt it,---A. The trouble is that the police department does not look at things in that way. It does not make those sorts of assessments.

Dr REFSHAUGE: At present what pay does a probationary constable receive?---A. (Mr Taylor) Roughly \$19,000 per annum.

Q. Although you have clearly distinguished yourselves from the prison officers, particularly in their duties and how they are perceived by the public, yesterday representatives of prison officers said that their pay is so minimal that they look to overtime merely to survive. Is that also the conception of police officers?---A. (Mr MacCormaic) We do not claim that there is any relativity between police officers and prison officers initially. However, one problem that has occurred ever since there has been wage indexation is that there has been suppression of relativities in all salaries. Therefore, if one makes a comparison with any wage structure in the public sector, now as against 1974 when wage indexation was

reintroduced for the first time since the 1950's, there has been a progressive reduction in the real money value of salaries all the way up the scale. So, yes, people certainly have been compressed.

CHAIRMAN: That was not the import of the question.---A. As a result, people do not have the sort of money they used to receive for the duties they performed. So obviously everyone must feel the economic pinch as a result.

Dr REFSHAUGE: However, there is no pressure from your members for overtime to be maintained in order to maintain personal economic positions?---A. Of 100 branches of the police association, not one branch to my knowledge has ever moved a motion asking the association to maintain or increase opportunities for overtime. It is contrary to our policy to do that.

Q. If within the existing staff numbers there was a direction to decrease overtime, say by half, or at least a significant amount, how would the association respond?---A. Our attitude is that inefficiency is a management prerogative. If it wants to cut down the service to the community to that extent by reducing overtime by half, the public will let the Government know what its attitude is, and the police association will not have to.

Q. I do not want to ask what your industrial tactic would be but whether you would perceive that as affecting police activity, and whether it would be a reasonable measure? ---A. (Mr Taylor) Perhaps people have lost sight of what policing is all about. Police are for the protection of life and property. If management saw fit to decrease overtime payments, obviously some people will suffer. That will be the

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community. The police have a job to do, and as was pointed out earlier, it is not practical to stop half way through it. If that is the direction that is issued, the only people who would suffer would be the community.

Q. There has been a significant reduction in overtime hours worked. Do you think this has led to the sorts of problems that you would say would happen with further reductions? Is that already happening?---A. My understanding is, on the figures I have seen shown, that there has been an increase in violence and violent-type crimes on the streets. That has to be of major concern. It is not every day that we have an incident such as the horrific murder at Blacktown. That incident highlights the fact that the streets are not safe. That is one of our worries. I am sure - we could argue all day about it - that it comes back to a shortage of actual police available to work on the streets.

(Mr MacCormaic) That is being achieved simply by the number of cars that go out, reducing the number of patrols. One of the unfortunate things as far as the public is concerned is that they do not call on the services of the police too often. I suppose from that point of view it is very good for them. If you take a very simple example of a motor traffic accident, you will find the tow truck and the ambulance will be at the scene of the accident before the police are there. The people who need the services of the police at that moment just cannot appreciate the reason the police are not there. They are not there because only one car is on duty and that car is being used elsewhere. No doubt, if it is a wet night, that car will be at one of any number of other accidents. So the police just do not have the physical resources to respond. Someone ought to do a survey on response times in the police force and then look at the number of units available to respond.

CHAIRMAN: You are suggesting that you roster on additional police when it rains?---A. No, I am saying that.

Q. How can you organize it then? In other words, when it rains, although there may be a need for additional police, what will they do when it is not raining?---A. I didn't say that. I said that is a simple example of the non-attendance of police at accidents, and it is a common one which we all see because we all drive motor vehicles. The other examples are invisible to us because we are not closely associated with them. I am simply saying that in some areas only one car is on duty; in some places no car is on duty. Neighbouring stations try to cover the patrols of other stations. That is becoming commonplace.

Dr REFSHAUGE: Is that because there is not a car available or there is no staff available?---A. No staff. Staff is not being put on because it would incur overtime. The other thing that is occurring is that they are not being put on the shifts that incur a shift allowance, because it is a cost. You will find that they load up the shifts that do not incur any penalty.

CHAIRMAN: Such as?---A. The morning shift; what I call the day shift. If it is an evening shift or a night shift, they are going to cut down because they cost money.

Dr REFSHAUGE: We heard this morning that they are increasing the numbers of police on duty for the evening shifts or the afternoon shifts.

Mr WALSH: I think it is C shift.

CHAIRMAN: B shift.---A. (Mr Taylor) A shift; B shift is the night shift.

(Mr Greaves) Was it Thursday, Friday and Saturday that was spoken of?

Dr REFSHAUGE: No, it was not said in the context of a particular day. It was said that there was less in the morning and, I presume, less at night and more during the B shift. Is that your experience?---A. (Mr MacCormaic) When are they going to do it?

Q. We were led to believe that is happening?---A. (Mr Taylor) I do not think that is accurate.

(Mr MacCormaic) I guess because it is getting towards the end of the financial year they suddenly discover that they have not spent their shift allowance and they send a message out that they have to do something about it.

CHAIRMAN: That is called the year-end spend-ups?---A. (Mr Taylor) Ratios were mentioned earlier. We talked of a ratio of 1:500 and so forth. It is really irrelevant when you talk about the night shifts. In an area like Blacktown you would be lucky to have 1:50 000 people. There may be one car protecting 100 000 people. They are the figures that you have to look at. The people should be asked how many police are available on night shift. That has just been commented on. The numbers are being restricted because shift allowances are overtime and they attract a penalty. That is what we are here about. As was commented earlier, overtime is being decreased. They have decreased it because they have stopped people working afternoon and night shifts. The number of people on those shifts is being decreased. We are saying that they should be there. I could give a recent example of

a western suburbs police station that had only one car crew on for each shift. It might have been coincidental, but on that day each shift had to attend to a death. There was a suicide on two shifts and an attempt to murder by shooting on the last one. Each car was tied up on those jobs on each of those shifts. Approximately a dozen jobs on each shift had to be given to a neighbouring division that had its own problems. There were no other police to do the job. That happened recently in a western suburbs police station. That type of thing is not uncommon.

(Mr MacCormaic) It is a bit like the rain: you cannot programme for it.

Q. Would you say that shift allowances are increasing as overtime decreases?---A. We do not have access to any of the statistical data. The department is very cagey about what it lets us have because its experience has been that we use it too well against it.

(Mr Greaves) We are at a disadvantage, as Mr MacCormaic pointed out. To a great degree we have to rely on what our members tell us. Since our campaigns have been running on the issue of the strength of the force, there has been an edict that documentation that perhaps we normally would have access to is to be restricted. We are at a disadvantage in answering some of your questions on a statistical basis.

Q. You would have a feeling that there tends to be a greater number of your members on the B shift now than there used to be? ---A. That is what Mr MacCormaic said; they have heavily loaded the morning shift.

(Mr MacCormaic) If they are working the B shift, it is very recent, because that has not been our recent experience.

(Mr Taylor) I do not accept that that has happened. In the last month or so I have visited many divisions and stations and, as late as last Friday, I visited the Liverpool and Fairfield areas. That is just not happening. It would be a very recent innovation, I suggest.

(Mr Greaves) We seem to have lost sight over the many years that these problems have arisen of protection of life and property which, of course, is one of the charters of the New South Wales police force. To protect life and property, obviously you must be outside; you must be travelling; you must be patrolling. It was not so long ago, and I think it is still the case, that we were virtually on a par with the fire brigade. We were on a call-out basis. We have insufficient personnel to have them out patrolling. That is an indictment in itself because they are tied up elsewhere. You become like the fire brigade: the call comes in, you go out to do that; you have to prioritize. We have talked about this matter before. It is an invidious position to place any police officer in, where he has to determine which case he is going to deal with on a priority basis.

Q. But there is patrolling; it may not be from the station but you have the anti-theft squad whose members are not in the station, who are out patrolling; and you have the foot patrol squad, whose members are not in the station, who are out patrolling. So you cannot say that there is no patrolling. Patrolling is now being undertaken by squads rather than

by police in the station itself?---A. I believe that what you are putting to me is hypothetical. They are supposed to be out there doing this patrolling. I have yet to see the signs of this patrolling that you have been speaking of. I do not know that that is what it is supposed to be. When the anti-theft squad is called upon, it then gets caught up. I do not know whether the Commissioner told you that if that squad gets caught up in making an arrest, it can be wiped off for hours and hours. So you can forget that group. If they are doing their job, as they are supposed to be doing, you will have lost them for a couple of hours because they will be back in the station filling in the documentation. Who is then out patrolling? Is it the general duties vehicle? Is it the foot patrol men? I think the idea of having foot patrol men is an excellent one. I think it is one of the best innovations. Actually, it is not an innovation; it is going back to the situation of many years ago when the police were out on the beat. Foot patrol police officers are restricted in the sort of work that they can be involved in.

What has been put forward before, and I support it fully, is that police work is work by co-operation. In this day and age, when allegations are made consistently about police behaviour, it is imperative for a police officer to have co-operation. It is our policy that there be two police officers to a vehicle. What they have been doing is dropping off one policeman to do a patrol and picking him up again in the same car that is supposed to be out doing other jobs. If that is the sort of ad hoc policing people want, that is what

you have got. It is not professional policing in the true sense of the word.

Q. My personal experience is that those patrols are out patrolling. Operating out of the Drummoyne police station are fourteen officers on the anti-theft squad. I never see more than one or two at the station when I visit. There are ten officers doing foot patrol work operating out of Drummoyne. I have never seen more than one of them in the station. So they must be either sick, on holidays or out patrolling?---A. You missed my point. I am not saying that they are not doing their job; what I am saying is that if they are caught up in a matter, that effectively eliminates that crew from being out and about. That puts a heavy onus on the one patrol that is normally operating in the area.

(Mr MacCormaic) They would not charge a person at Drummoyne. They have to go to a charging station.

Q. I think there is a dock there?---A. (Mr Greaves) There might be one, but I do not think it is a charging station.

(Mr Taylor) It is an old one. Foot patrols are certainly to be applauded. They look good and the public think they are great. They are always in the shopping centres, and perhaps people should ask who is protecting their houses and so forth. The foot patrols have been good but they have been formed at the expense of general policing. There is no doubt in the world about that. You could argue that they have created a great deal more work in relation to charging, handling of exhibits, and correspondence that is generated from the extra charging work and so forth. It may seem as though there are fourteen officers

attached to the anti-theft squad at Drummoyne, but that is not just for Drummoyne; those fourteen are for the district.

I cannot think of what district that is offhand.

Q. F district?--A. F district, which takes in a considerable number of police stations. It is a large area. They might be all based at Drummoyne but they do not all work from Drummoyne. I thought it was an average of ten or twenty persons per district, which covers a very big area.

(Mr MacCormaic) The reality is that you people are doing now the effective police patrolling because you people are now involved in Neighbourhood Watch.

Q. It is cheap, is it not?--A. There is no doubt about that.

Q. It is effective?--A. It is temporarily effective. The experience everywhere has been that it has a temporary effect. Human nature being what it is, the impact starts to drop off. The other thing that has occurred is that it has been effective in the areas where Neighbourhood Watch programmes have been established. But the villains have just moved their attention to the areas that do not have it.

(Mr Green) It is interesting that the Government Insurance Office loading on contents policies in the western suburbs has gone up dramatically. That company has announced a reduction in the loading for the eastern suburbs. It may work very well in some of our closely built areas, but the foot patrol police from Wollongong cover Nowra. They travel there by train. They get off, walk around the Nowra shopping centre for an hour and a half and then they travel back to Wollongong. The anti-theft people at Parkes have as part of their beat Broken Hill. So

you cannot generalize and say that all of this wonderful patrolling is taking place by these new squads. General duty men - they are experienced general duty men in the main - have been taken to form those squads. . We are saying that that is where the depletion in numbers has occurred. You cannot work these things in rough, raw numbers.

Mr SMILES: As a matter of interest, how are the officers transported from Parkes to Broken Hill?---I have no idea. I just know that they go there.

(Mr MacCormaic) They are on foot patrol.

Mr SMILES: It was of interest to me because I noted that in the annual report the Air Wing is interested in buying another fixed wing aircraft.

Dr REFSHAUGE: Do you think that any area in which overtime is worked could be reduced without decreasing the effectiveness of the police force?---A. (Mr Greaves) I do not know of any.

Q. Do you think the amount of overtime being worked at present is the minimum that should be worked?---A. That is a very hard question because again we are generalizing.

Q. Within the number of police officers you have at the moment?---A. Again we are at a disadvantage here. I do not know how much is spent on overtime. I do not know the hours of overtime worked. I do not know what the split-up of overtime is. I am not trying to hedge.

Q. I will ask you in more specific detail. I understand that you are not getting complaints from your members that they want to work more overtime?---A. That they want to work more overtime?

Q. There is no demand from them; that is correct, is it not?---A. Certainly.

Q. You are getting complaints that they cannot do the amount of work, that they want more staff?---A. Yes.

Q. Are they complaining to you that there should be overtime so that they can do the work appropriately?---A. In some instances I have had complaints that as a result of being involved in an investigation - we were talking before about this matter of linking - they cannot continue on because of being told not to incur overtime and a direction being given that they are to stop the investigation.

Q. Did your association take that as an industrial matter or as a matter of concern?---A. It certainly is a matter of concern. Instances have been drawn to my attention, and I feel sure that our industrial section has taken such matters up. By the time it comes to us and by the time we take the matter up, the effectiveness of that investigation has gone out the door and we are talking about yesterday's news.

Q. I was not thinking of taking it up through the press? ---A.No, I am using that as an example. Yesterday's news: in other words, it is old news. What is done has been done. What we have been attempting to do is shore up the dyke and rectify it and make sure that that does not occur again. That is what I meant by yesterday's news.

Q. Have you had satisfaction with that? Is that something that does not occur now?---A. In some instances we have had satisfaction; in other instances the threat is made, "Don't rock the boat, son. You'll be transferred if you keep

pushing this". For whatever reasons, persons in certain areas do not wish to contact us. We have to have someone who is strong enough to come forward and put a complaint to us and be willing to go through with it.

(Mr MacCormaic) We have been getting complaints from membership that overtime should be worked, but it is in situations where they are suffering from an excessive work load. We get complaints through the office that there are not enough staff on the shift to deal with the task. Bringing on more staff, taking pressure off the personnel, would necessitate someone working a cancelled rest day. Management is not willing to do that. So the end product is that the police officers are starting to suffer from strain by trying to do the job where they perceive more personnel are required, and they are complaining. They do not want overtime themselves; they are suggesting that management should incur that expenditure by putting on other people to assist them. So they do not ring up looking for a personal advantage; they ring up complaining about their workloads. As they see it, the situation could be alleviated only by additional people being put on. As a rule, that would mean incurring overtime. Alternatively, one of the practices that seems to be adopted in some cases is that some units will be kept back on a shift for four hours and the unit on the next shift will be brought in four hours early. We object to long periods of overtime as well.

CHAIRMAN: That is a twelve-hour shift for two units?---

A. That is what they do, rather than work double shifts. In the long term that just does not pay off because a fellow

who is doing double shifts and not getting any rest days will finish up unfit to do the duty. Because of the nature of police work, if you are not fit you are likely to finish up being injured because you cannot cope with a situation. We are opposed to that concept of twelve-hour shifts, anyway. If you are tired at the end of even an eight-hour or twelve-hour shift, if your energy resources are low, you could find yourself attending a brawl where you just do not have the physical resources to handle the situation. The end result of that is that the police officer finishes up being injured, whereas if he were fresh, he would probably be able to cope with it. So our concerns are directed along those lines, more than towards the costs.

Mr WALSH: Mr Greaves, the Committee in its 1982 report mentioned the importance of sick leave in overtime considerations. I noted that you have already stated that you do not have statistics on sick leave, and neither did the Commissioner. Do you think that sick leave has increased or decreased over the past four years? Can you give a personal observation?--A. (Mr Greaves) If it is put on that basis, it has increased for many of the reasons that Mr MacCormaic gave to the Committee. The volume of work certainly puts people into that position of being ill and in stressful situations.

Q. Can you explain some of those environmental considerations?--A. Mr Taylor is in the welfare area and perhaps, with your indulgence, he would be able to assist you.

(Mr Taylor) In recent times there has been an increase in sick leave.

Q. Are you making a general observation or do you have

evidence to that effect?---A. In figures of recent times of which I am aware, it is estimated that up to a few hundred people could be off sick every day in the police force.

Q. Where did you get that evidence?---A. Just from my welfare knowledge in the police force. My role is looking after the welfare area. I have access to some figures; I cannot give you exact ones. At all times there have been several hundred police on any given day off sick. I think that would probably be just in recent times because of the workload. There has been a great increase in the number of police suffering from stress and anxiety. I put that down to the workload and lack of back-up support.

Q. Can you quantify those who are off sick because of stress?---A. I cannot give you exact figures. I assume there are a greater number off suffering from stress and anxiety now than there would have been, even in percentage terms, maybe twelve months to two years ago. I cannot give you exact figures.

CHAIRMAN: Let me ask about the conditions. How many sick days are the police allowed?---A. Seventy-five.

Mr WALSH: Is that after probation?---A. Yes, after the first twelve months.

CHAIRMAN: How many days' holiday?---A. Six weeks.

(Mr MacCormaic) It is four weeks' annual leave and ten days to compensate for the fact that public holidays are worked virtually as normal days. So the apparent six weeks' leave is made up of the standard four weeks' statutory leave, plus ten days.

Q. So a police officer does not get any public holidays?

---A. No, they are not taken off as a rule. Generally speaking, it is a period when they are required to work.

Dr REFSHAUGE: Do they get penalty rates for that?---A. They get time and a half if they work on a public holiday.

CHAIRMAN: I just wanted those figures so that we will know what we are talking about in terms of average numbers of sick days and so on?---A. (Mr Taylor) The police themselves contribute to sick leave entitlements. We have a leave bank which also is available to police. Each policeman on the job contributes to that. It is another availability.

Q. Just explain that because I am not certain how that operates?---A. We have a leave bank. Each policeman donates one day's annual leave per year to a bank. When they commence in the job it is two days, but after that it is one day a year. There is a bank of days that are available to police who perhaps have long-term sicknesses and use more than the seventy-five days that are available.

Dr REFSHAUGE: Is it compulsory to be in the leave bank?
---A.No.

(Mr Greaves) I sit on the committee that looks after that bank. I think it would be fair to say that because there is a recognition within the police force that sick leave in some instances could be inadequate and because of the nature of the work that the police are involved in, the stressful situations, the police have covered themselves by employing this form of assurance for their future, to look after each other.

CHAIRMAN: All officers contribute to it?---A. All those

who have sense, I believe, would contribute to it, because it is a way and means of assisting them if they exhaust their sick leave. If it is not a matter where they have been hurt on duty, they can use the resources of this leave bank, which is administered by the Commissioner of Police, a representative of the Police Association, and a representative of the Commissioned Police Officers Association. They form the management committee.

Mr WALSH: Do you have evidence of sick leave being taken because of extensive overtime being worked?---A. It would be hard to say whether that would be the causal factor. As we pointed out before, you can only generalize. Over a period studies have been conducted of stressful situations which in many instances could be caused through overtime having been worked. Individuals could be stressed and, as a result of that, go off on sick leave. One example that is often used is the Wanda case. I do not want to rehash that matter now for spectacular reasons. Investigators worked many long hours on that case. One of the investigators claimed that he was finally put in a stressed situation because of the lengthy investigation that took place and the long hours that he worked. That is just an example. I tend to believe from my experience that it could be a contributing factor.

(Mr MacCormaic) That would seem to be an indication from the industrial side of the association that that is occurring. You have to bear in mind that you have a continuous process industry, so you are dealing with shift workers who have changes in the nature of their work and their living and

eating patterns. That has always been recognized as being detrimental, because it is not the normal pattern of life. You add to that this other stress factor, which is overtime, and the inability to get time off. It is not always that overtime has to be worked at the end of a shift. It could be disassociated from that. If they are not getting their rest days, their time off, you get a combination of factors which I am quite satisfied is leading to illness in the police force.

Q. As a generalization, would it be fair to say that some officers are taking sick leave because they are malingering?--A. (Mr Greaves) I could not answer that question. I have heard it said. My answer to that has always been that they should bring forward the cases. It is management's prerogative to deal with that. I do not know.

(Mr MacCormaic) My experience of that has been that management tends to take that view, instead of looking to see what the real cause of the illness is. It is much easier to say that the troops are malingering than to look at their responsibilities and give some consideration to the welfare of their work force. It is an easy out for management, yet at the same time they cannot tell you who these claimed malingerers are. It is extremely offensive that that suggestion should be made about the people I represent, with my knowledge of the way they work and dedication that they have to keeping the State together. I know that you are not making that suggestion on a personal basis. It is something that is being said and my suspicion is that it is management's easy excuse for something it cannot explain.

Q. On the question of the health of your members, do you think it would be reasonable for the association to have a policy on the health of officers? Do you conduct any research into the cause of illness or sickness or stress?--A. (Mr Greaves) There is lengthy documentation available throughout the world on police stress, and that documentation goes into the causal effects of police stress. As an association we acknowledge that policing causes stress. I do not think we need to conduct tests for ever along those lines, because for 44c I suppose the results of those studies could be sent from anywhere in the world to us. So there is no reason for us to even look at it any further.

(Mr MacCormaic) The Police Association set up a welfare unit long before the Commissioner of Police did. The present welfare section in which Mr Taylor is involved was set up only because pressure was applied from the Police Association. We were involved in a study on police stress that was undertaken in conjunction with the police force, under the auspices of the present Commissioner. While Mr Greaves has been away, another study has been offered by the University of Newcastle, which we wanted carried out as a follow-up. That study was to be undertaken on the basis that the Police Association would foot the bill, thanks very much to Mr Avery who suggested that we would be prepared to do that. Our funds are not limitless, and we responded to the administration that perhaps it was its responsibility to fund that sort of thing too. Because the administration will have to put its hand in its pocket, that survey will not go anywhere. We have been fairly aggressive

in trying to establish some sort of welfare scheme. I think that even new studies of welfare in the police force compared with those carried out in Victoria leave a lot to be desired. In the Victorian police force many more senior officers are in charge of the welfare unit in that State than is the case in New South Wales.

(Mr Taylor) It is interesting to note that it has only been since 1981, as was pointed out, that there has been any type of welfare component in the New South Wales police force. Victoria has had a similar type of organization with slightly fewer number since 1966, and New Zealand since 1961. This State has neglected that area for so long, it is not funny. However, it is totally inadequate. The Police Association has a strong policy on upgrading the welfare section of the police force. Perhaps that in itself will assist in reducing the amount of sickness in the police force.

(Mr Greaves) Mr Lees was the commissioner at the time that that was put through. As Mr MacCormaic said, a vice-president of ours, a Mr Ferguson, was pushing it very strongly in those days. Mr MacCormaic would know of the deputations that we sent time and time again to see the commissioner. We felt that Mr Lees, because of his background, would be a charitable person. We just hit a brick wall previously. He was the first one to recognize that we had to move forward in that sort of direction.

(Mr MacCormaic) We had to make representations to get the police chaplains appointed.

Q. Is it your intention in the welfare area to have

a programme organized where officers can reduce their personal stress? Are you working towards that?---A. (Mr Taylor) We are trying to identify why police are sick. There are some very long-term sick police out there. Unfortunately, we still do not have the numbers. It is a matter of crisis. There are problems with alcoholism and stress. They are major worries, stress particularly. Many confidential inquiries need to be made into that type of thing. Of course, we just have not got the numbers to do that.

Q. How big is the section?---A. There are seven people attached to it. In New South Wales there are 10 500 police officers. You will probably find that compared with other States the ratio is very poor. It was only in recent times that the previous Minister, Mr Anderson, gave authority for an increase of four. Before that, there were only three people attached to the section.

Q. How long have you been operating?---A. Since 1981. It has only been in the last eighteen months that the number has been increased by 100 per cent really. A promise has been made that more will be appointed, but that has not happened yet. We need the back-up facilities that are not available at present. We said that we need the availability of psychiatrists, psychologists, those sorts of people, who are not readily there at present but who are available in other States.

(Mr Greaves) It is an indication to me of a recognition that the occupation - I know we do not want to labour this point too much - is stressful, that the new police building

which is being constructed in Campbell Street has provision for a place where people who feel stressed can go. It is a little like a Garden of Eden situation. That is an acknowledgement by management that you have to go somewhere. Some people take solace from the bottle, which causes problems. Others want to get away on their own and others just want to sit privately. They might have been attending a brawl; they might have been attending a domestic situation of a horrific nature; they could have been attending a matter involving the death of a child or a baby. They are everyday work situations in which the police find themselves. So that provision has been made in the new police building. On the one hand, police administration do not acknowledge fully the problems that arise in the police force; on the other hand, it makes provision for an area such as that. Whether it is intended to put cupboards in that area, I do not know. About eighteen months ago when I was shown the plans, provision was made for such a place.

Q. From the information supplied to the Committee this morning, it seems that 75 per cent of sick leave is attributable to long-term illnesses - more than fifty days. I think that what you are saying, Mr Taylor, is that we are not getting to those people to give them help?--A. (Mr Taylor) It is very difficult to get to them all. Probably one third of the police force - I could not guarantee that figure but it would be very high - would be hurt on duty, duty-related injuries. Some of those are long-term illnesses. Whether they be hurt in motor vehicle accidents or shot, or whatever other injuries are occasioned, they are long-term illnesses. To my knowledge, most of those people would not have anyone going to visit them.

I know of people who really have not been visited for twelve months. They have been off work for twelve months with some serious illness or after some major operation and suffering all sorts of injuries, and nobody has been to visit them. We have tried to overcome that situation in recent times. To some degree we have been seeing these people and in fact we have been getting attitudes to change. They get stress and anxiety. We encourage them to become active members of the police force again.

Q. Do you have the number of people in that category?---A.No.

Q. Not even a guesstimate?---A. No, I would not like to guess. The role of the welfare section is a confidential one. If I had the figures I would certainly give them to you, but at present I am trying to get some sort of information collated monthly. No accurate figures have been kept in the past. We are trying to get a record of how many people are suffering from these sorts of injuries. That is something that has been lacking in the past.

Q. When do you think you will have those figures available?---A. Each month a synopsis of the activities of the welfare unit is prepared, but it is rather a general type synopsis; it does not provide figures. In fact, only as late as about two weeks ago I drew up a new type of form for use by all the people who work in the welfare area. It will show what they have done during the month and what types of illnesses they have encountered. A whole range of things can be addressed on that form. No one has completed them yet. The first lot will probably be done next month. It will give some idea of these

things but it would be hard to extract figures after only a month. You would need a much longer period than that.

(Mr MacCormaic) It is only a workload return for the unit. It is not any sort of indication of the nature of the problem or the extent of it.

Q. In your 1982 submission to the Public Accounts Committee you mentioned a couple of statistics I would refer you to. You mentioned that in 1981 129 officers retired early on medical grounds. Do you have statistics on early retirement from 1982 to the current year? That is retirements for medical reasons?---A. No, I think we indicated to the secretary of the Committee that we were not put on notice to an adequate extent that we were to come down here. We did not have any research material to present to you gentlemen today. So we are not able to say what the current position is with that.

(Mr Green) That figure would be one that would be easily ascertainable from the records of the State Superannuation Board.

Q. The 1981 figure was, I think, a 95 per cent increase on the 1980 figure. Have you any idea^{if} it got worse?---

A. I think one of the things that has occurred in that area and as a result of that is that where members of the police force claim to have some disability relating to a nervous condition which would have caused a discharge, every one of those cases is now being contested by the department on the basis that it is not attributable to the work environment. So we have a tremendous backlog, if you like, of workers' compensation cases where persons who would normally have gone out with that condition are now having to go to the tribunal to justify their discharge on the grounds that it is associated with some sort of disorder. So I think the figures now are

probably very rubbery because they do not really apply to the particular year the person goes out. One has to wait eighteen months or two years for a decision before you can say the condition was such that it is attributable to duty.

(Mr Greaves) The figures, Mr Walsh, you refer to on page 10 of our submission when we spoke of from January to October 1981, I think 115 police had been retired on health grounds. Of those, 39 were due to nervous depression or mental breakdown.

Q. Mr Greaves, would you like to make some comment about the general working conditions, how you would like to see them improved? How they would reduce the incidence of sick leave? Do you have a policy in relation to working conditions?---

A. Well, general working conditions, an increase of strength which we keep harping back to, which is always in our opinion anyway one of the general working conditions that would help our personnel not to fall into this trap of stressing themselves by worrying about going to the next job and getting the shopping done, so to speak, before they finish their shift. Conditions ^{vary} of course within stations. If you accept that premise anyway, about the strength. Moving on, where they work. The sort of environment in which they work. In some instances police are working in excellent environments.

CHAIRMAN: They have microwave ovens?---A. Yes, they have a lot of good things. But in other areas I have visited, if you go to Hornsby and places like that, they have open

drains alongside where they are expected to change. They have a coffee urn over an open drain. We have had a great deal of problems in the Darlinghurst area for years. We have problems in the Hornsby area that do not seem to have been addressed as quickly as they could have been. I suppose we are a bit like the poor relation. We are the last in those areas to be fixed up. In the Castle Hill area there are problems. I have heard arguments put both ways. At Broken Hill I have heard them say look, so long as we have decent accommodation for our families, we will work under any conditions. I suppose that is perhaps because they are getting pressure from home. Then they get to work and find themselves ten to a room. As one gets up having warmed the seat another guy sits down. You take your turns using the typewriter. Again that creates a stressful situation because you have sergeants pressuring constables to get the paperwork done. They are not the sorts of working conditions that one would believe you should have to reduce the stress and strain. You could possibly go on and expand on those sorts of areas for a long while. Trying to be fair, that can be balanced out but don't try and tell those who are working under inadequate conditions that someone in another area has good conditions because they just will not accept that, and I do not blame them for not accepting it. Ideally they would all be working in good conditions.

(Mr MacCormaic) I think we would find too that working to the industrial agreement would alleviate a lot of the problems.

We find a very common thing is that shifts are changed at very short notice. The philosophy ^{is} they should not be changed without 24-hours' notice. There is no penalty if a shift is changed at less than 24-hours' notice, so that you can get changes in rostering. There is no imposition on the employer if he disadvantages a member by changing his shift. That leads to a certain amount of irregularity in your life pattern.

Mr WALSH: That is an industrial consideration?---

A. That is right. What I am suggesting is if they adhered to the spirit of the agreement there is no doubt - as was mentioned earlier, the veiled threat of being transferred if you don't bend the rules of the agreement to make the system work is commonplace. A detective who wants to stand out for his industrial rights will be asked to go back to uniform. The uniform man if he wants to stand out for his industrial rights will be offered a position elsewhere where he has to do a considerable amount of travelling. That is commonplace. Another thing that is aggravating the strength shortage in the police force - everyone is speaking about civilianization and saying we have to move police out of these clerical positions and put them out on the street. We would like to know when they are going to put the public servants back into the jobs they should be doing. Everywhere throughout the State - districts and divisions - if a typist or public service officer retires, the person is not replaced. What is occurring on a wide scale is that the police are

being put in there to do the jobs of the missing public servants. We had that situation occur, and we had just complained to the Commissioner about it, over three public service staff at Goulburn not being available - they were either transferred or retired - and three police officers had to do the work. One of the unfortunate things in the police force is that the job has to be done and the tendency is if the public servants are not there the police will fall back and try to pick up their job. In effect what we are saying is it is one thing to talk about putting police back out on the street and putting public servants in there, but we are getting to the stage where we would like some guarantees that public servants will be there when the police move out. All the indicators are that is not going to happen.

CHAIRMAN: That is hypothetical really, is it not?---

A. No, it is not. It is the reality of the moment.

Q. As I understand it, the police have not been taken from those clerical duties?---A. In August last year we commenced conceding positions. To date we have conceded forty. We are still waiting to see forty public servants go in there.

Q. I thought we were talking about that 500 that the Minister made mention of last week. Before asking Mr Fisher to close the questioning, could I pose a question to you? You have indicated that in your impression there is an increase in sick leave and one of the reasons is the additional stress. On the other hand, we have figures that show overtime

has decreased in terms of the average amount of overtime worked by members of your association. What I really cannot reconcile in my mind is here we have a decrease in the overtime; a concomitant of that should be less stress. On the other hand additional sick leave is being undertaken?---

A.(Mr Greaves) If we take a hypothetical case of a constable A, he has a lot of documentation he must get up to date. Previously he would be able to go to his sergeant and say would you authorize me to put an hour on to my shift to complete the paperwork? The sergeant now says no, I am having pressure put on me from above, I cannot give you that. You will have to do your paperwork within your shift. Plus all the jobs he has to do, he has to get his paperwork done. If that is not a stressful situation, I don't know what is. Police cannot put into a tray until tomorrow what they cannot finish like you can in a normal nine to five clerical sort of job. They have to fill out the forms; make no mistake about this, if they don't fill out the forms, if they don't fill out the occurrence pad entries and telephone pad entries before they leave the station they can be charged departmentally. They always have that sword hanging over them. If an inquiry comes up at a later stage and the constable says he did not have the time to put it on the occurrence pad, he wanted to work overtime but they wouldn't let him, the answer is he just did not put it on the occurrence pad and he will be charged.

(Mr MacCormaic) The reality is you have reduced crews

trying to do the same amount of work. The only way they can do it is to take short cuts. That is what they are doing. They are working in breach of the police rules all the time to try to keep on top of the basic work load. It is not that it involves necessarily all paperwork when they come back, there is a combination of things. They are shortcutting the jobs everywhere they go.

(Mr Taylor) The police are becoming budget conscious rather than crime conscious.

Mr FISHER: Could I just pursue the question of extraneous positions. We recommended in our last report that police officers doing non-police duties should be replaced. I would like to pursue what the attitude of your association is on that issue?---A. (Mr MacCormaic) We have an establishment review committee in existence. The police association proposed that, not the management. We put the deal up to them and said this is a way to deal with the problem, we are content to go along and look at these nominated positions rather than go down to the industrial court and those that can be conceded we are prepared to do that on the basis that we see a public servant go in there. We also want to know where the police officer is going. We want to see the police go out on the street. We also want to ensure that someone does do the work, otherwise the others in the unit have to pick up the workload.

Q. To what extent can it be done?---A. We cannot say what numbers are available. That is difficult. The Commissioner

himself has only nominated fifty. The Premier announced another 500 but the Commissioner is yet to indicate where those 500 are.

Q. I understand there are 1 700 positions now within the department that are filled by non-police staff?---A. Yes.

Q. How much further can that policy be extended? There are 1 700 non-police positions now?---A. (Mr Green) They are positions of public servants who perform that support role to the police force.

Q. How much further can that policy be extended?---
A. It can go as far as this. We as a trade union, have been prepared to take part in an exercise that will concede jobs. We have shown our good faith and in fact we have identified in conjunction with the management, that is the Public Service Board, the nominal employer, through the Commissioner of Police, forty jobs. We stopped being involved in that process for a number of reasons that I will not bore you with, but uppermost was that they were not replacing them with public servants and to this day they have replaced 22 of the 40. There are still 18 positions. That is August 1985 that that stopped. We are prepared to show our good faith upon certain conditions and returning to that function of identifying positions which may be civilianized. We have shown our good faith; what we asked was simply this: tell us when you are going to put in place the public servants, tell us where the police officers are going to be deployed. We have a right to know those two things and we can't find out.

As late as a week ago we were served with a list of where the 22 went of the 40 who have been replaced to date. I know the question has been bandied around and the figure of 500 has been bandied around. I think we said in our 38-hour week agreement that we are prepared to look at a figure approaching 500. Whether they will be civilianized or not will depend on whether they come up to the criteria that that committee will apply. In the event of a dispute there are dispute resolution procedures built in to the agreement and they involve the senior conciliation commissioner being involved to adjudicate. We feel that is as fair as any trade union could be when you are talking about the jobs it is prepared to concede. It is more than fair.

(Mr MacCormaic) I think, Mr Fisher, one of the other things may be that there may be funds for 1 700 non-police personnel but are there 1 700 non-police personnel or not? The resources may be used in other ways. The reason only 22 of the 40 have been replaced is that the money had been used for other purposes within the police department.

Q. What I am getting at is how do you concede that there are at least 500 positions that could be occupied by non-police personnel?--A. We have agreed for the purpose of the 38-hour week it will be necessary to look at something like 454 but no one, not even the Public Service Board, has been able to guarantee they will find 454. It is a rather nebulous figure, that is the trouble. It is all speculative.

Q. It was put to us this morning that in other States at

some functions such as sporting functions where patrons pay to enter that the user pays system might apply and the cost of police services be paid by those sporting bodies. I understand in Queensland off-duty policemen are being used for those services. What would be the association's attitude to that?--A. (Mr Greaves) That off-duty police be used? I think there is always this business that they are trying to reduce a lot of our police numbers. I think we have something like 19 000 private enquiry agents in New South Wales. They are asking all the time to keep the numbers of the police down, for them to take on other roles, to replace them with these private contractors, for want of a better word. Police are still basically law and order. What else would you need people out there for but to keep law and order at the cricket ground? Here we are being expected to turn around and hand away these sorts of jobs.

Q. No, I am suggesting because of your attitude this afternoon police are not looking for overtime. If police were employed at say the cricket ground at a major sporting function and police volunteered to do that job with all the conditions and awards that would apply, what would be the attitude of your association to such a proposal?---A. (Mr MacCormaic) I think the best example might be that currently we have a situation of a civil action arising out of a motor vehicle accident where a member of the police force was involved as a member of the law investigating the accident. He gets called as a witness in the civil case. For years we have insisted that

the fellow should go in there as a police officer on duty because if they go in on a day off and are injured on the way they are not on duty and they have some problem with workers' compensation and the like. But, when it comes to them claiming their entitlement as a police officer on duty going to court and asking to be paid in accordance with the agreement for any of the penalties that might be incurred, for example excess travelling time and the like, they are not being paid. We have a dispute at the moment with the Public Service Board over just where the person stands where he is on duty but is at a civil court. The department says he is only there because he is wanted by the court, not because they want him there and they do not want a recognized payment of full benefits. Our expectation would be that if he does work at the cricket ground under this new arrangement there will be some argument about what his entitlements are. I think until the department can satisfy us as to what their attitude is going to be it might be a bit difficult to get an agreement.

Q. I understand in Queensland, as an example, they are entitled to full industrial and compensation privileges?---

A. That does not necessarily mean that in New South Wales it will be paid here. We would not have as many industrial disputes here -

Q. Would you be happy to look at that situation?---

A. It would have to be looked at. The proposition has not been put to us that this would occur. I know an idea has been formulated at police headquarters by a person that this is the

answer to all their problems, but maybe not necessarily.

(Mr Greaves) Even though we are at this Committee giving away some jobs, we are certainly not in the business of giving away police jobs.

Q. This is not giving them away?---A. Well, it depends on what side of the fence you are. From a union point of view I would say you are giving away jobs, which is something we really do not need.

CHAIRMAN: That concludes this afternoon's session. I do thank you, gentlemen, for your forthright answers. I would advise you that there were some deficiencies in some of the material presented to the Committee this morning in relation to sick leave. Obviously some of the questions we may have wished to put to you we have neglected to do because we did not have a basis to work upon. The Police Commissioner has indicated that he will be giving us up-to-date information and Miss Chapple may be in touch with you at a later stage. You may wish to give a written response to some questions but on the other hand we may have to ask you to come in again. It will depend on the content of that material as it comes forward. At this stage I think it will be basically a written submission on that information?---A. Thank you Mr Murray. Thank you for your courtesy and the courtesy of the members. You have our sympathy; like you, we cannot get information.

(The witnesses withdrew)

(The Committee adjourned at 4.10 p.m.)