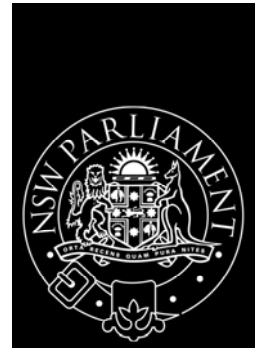PARLIAMENT OF NEW SOUTH WALES

Committee on the Office of the Ombudsman and the Police Integrity Commission

A Report on an Inquiry into the Results of the Qualitative and Strategic Audit of the Reform Process (QSARP)

Together with Transcript of Proceedings and Minutes

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Terms of Reference

That, in accordance with its statutory functions under s.95 of the *Police Integrity Commission Act 1996*, the Committee on the Office of the Ombudsman and the Police Integrity Commission conduct an inquiry into:

i.   the status of the recommendations made by the Police Integrity Commission (PIC) following each of the Qualitative and Strategic Audit of the Reform Process (QSARP) reports;

ii.   the progress of the post-QSARP reform process, particularly regarding the PIC's evaluation of the QSARP findings and outcomes; and

iii.   any other matter that the Committee considers relevant to the inquiry;

and report to both Houses of Parliament on the inquiry.

Chairman's Foreword

At the end of the Wood Royal Commission, it was recommended that an auditor be engaged to carry out a qualitative and strategic audit of the reform process in NSW Police. The Qualitative and Strategic Audit of the Reform Process, or QSARP as it became known, was meant to evaluate and report on the progressive implementation of reform and its impact on NSW Police. The audit results were to be used to advise on measures to improve the reform process. It was hoped that publication of the QSARP reports would engender public confidence in NSW Police through open reporting of progress in reform and performance. The QSARP was also meant to provide support to the leadership of NSW Police by providing independent and objective feedback on the progress of reform.

This report examines the results of the QSARP, specifically the status of the recommendations made by the Police Integrity Commission following each of the three QSARP reports, and the progress of the reform agenda laid out at the end of the QSARP.

The high profile of reform and the idealistic nature of the QSARP were eroded by a number of factors. From the very beginning of the process there was confusion about the reform program within NSW Police. This was compounded by considerable staff turnover at the executive and Ministerial levels and compulsory budget savings. Regrettably, the final QSARP report concluded that the early progress of most of the reform projects had failed to mature, and that the main factor contributing to this was the failure of the executive to manage reform strategically.

However, the Committee is pleased to note that some reform projects have taken root within NSW Police, specifically the Project Management System.

This report makes no recommendations. However the NSW Police Corporate Plan 2004-2007 outlines a number of organisational change projects and key performance measures for the organisation as a whole. A number of these projects conclude in 2007 and the Committee intends to follow up these outcomes with NSW Police.

Paul Lynch MP
Chairman

Chapter One - Introduction

1.1   This Committee report arises from the Committee's statutory function under s.95(1)(c) of the *Police Integrity Commission Act 1996*: "to examine each annual and other report of the Commission and of the Inspector and report to both Houses of Parliament on any matter appearing, or arising out of, any such report". From 1998 until 2003 the Police Integrity Commission (PIC) reported in its Annual Report on the progress of the Qualitative and Strategic Audit of the Reform Process (QSARP). The Committee has long been interested in the QSARP and has regularly requested information on its progress during General Meetings with the Police Integrity Commission.[1]

1.2   The QSARP evaluated and reported on the progressive implementation of the reform of the NSW Police Service over a three year period beginning in 1999. It was to be used to advise on measures to improve the reform process. Publication of the QSARP reports was to engender public confidence in NSW Police Service through open reporting of progress in reform and performance. QSARP was also to provide support to the leadership of the NSW Police Service by providing independent and objective feedback on the progress of reform.[2]

1.3   The first QSARP report was released on 15 February 2001, the second on 6 January 2002. The final report was released on 23 December 2002. The Hay Group noted in the final QSARP Report that the police executive had failed to manage reform strategically.[3]

1.4   However the PIC noted a number of reasonably positive developments that had flowed from the stabilisation of the police executive and some reform-related activities that had occurred since the finalisation of the QSARP, including:

- detailed research on the nature of the reform required;

- securing external expertise to plan the reform process;

- completion of detailed reform planning;

- implementation of a project management framework for reform;

- assigning Commissioner's Executive Team (CET) members direct responsibility for reform initiatives rather than a single CET member with responsibility for all reform; and

- establishing a reform program office to manage reform in NSW Police.[4]

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[1]   *Third General Meeting with the Commissioner of the Police Integrity Commission*, August 1998, p.12.
    Fourth General Meeting with the Commissioner of the Police Integrity Commission, December 1999, p.28.
    Fifth General Meeting with the Commissioner of the Police Integrity Commission, February 2001, p.19.
    Sixth General Meeting with the Commissioner of the Police Integrity Commission, June 2002, p.5.
    Seventh General Meeting with the Police Integrity Commission, December 2003, p.36.
[2]   *Qualitative and Strategic Audit of the Reform Process (QSARP) of the NSW Police Service – Report for Year One (March 1999–March 2000)*, pp.1–2.
[3]   Police Integrity Commission, *Annual Report 2002–2003*, p.32.
[4]   ibid.

1.5   The PIC stated that "NSW Police are now at a point where reform has the best chance of success since the Royal Commission. It is now critical that NSW Police build on its recent work and the Commissioner and the CET maintain an unflagging commitment to reform."[5]

1.6   While the PIC's responsibilities regarding QSARP officially ended with the release of the final report in December 2002, the PIC has been involved in ongoing monitoring of the post-QSARP reform process.

1.7   The Committee considers that reform of NSW Police is a matter of public interest as well as vital to the effective functioning of the organisation. The Committee has followed the progress of the QSARP with interest and has regularly taken evidence from the PIC on the QSARP's progress and NSW Police's response. This Report draws together the Committee's work over the years in monitoring the QSARP reports, the PIC recommendations based on the QSARP reports, and NSW Police response to both the QSARP and the PIC.

1.8   The Report has the following structure: Chapter Two describes the origins of the QSARP in the Wood Royal Commission, its purpose and its intention of maintaining the momentum and focus of the reform effort as well as measuring reform achievements.

1.9   Chapter Three briefly summarises the main findings of each of the three QSARP reports, including PIC recommendations arising from these reports and NSW Police undertakings in response. This chapter includes a table comparing the findings in each of the Key Reform Areas over the three QSARP reports.

1.10   Chapter Four examines the post-QSARP NSW Police reform process and discusses the progress of this reform agenda focusing on each of the areas of reform activity identified by the Police Integrity Commission as significant indicators that reform was continuing in NSW Police.

1.11   Chapter Five assesses the progress of the QSARP reforms, and post QSARP reform more generally in NSW Police in terms of three key requirements outlined by Wood. This chapter forms a number of conclusions about the process of police reform in NSW following the Wood Royal Commission.

1.12   During the course of the QSARP, the NSW Police Service changed its name to NSW Police. This report has attempted to follow the name used for the organisation in the QSARP reports. Hence in discussing the early report, the term NSW Police Service is used. In discussing later reports and reform developments, the name NSW Police is used.

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[5]   ibid.

Chapter Two - The Royal Commission's Vision of Reform

2.1   In many respects the Wood Royal Commission exceeded the traditional role of police Royal Commissions in NSW. Generally previous commissions of inquiry had confined themselves to examining and exposing corrupt conduct. One way in which the Wood Royal Commission went beyond this tradition was in finding that corruption was linked to the then Police Service structure as well as the terms and conditions of employment. To that end, the Royal Commission proposed a detailed plan of reform for the Police Service. This formed the bulk of the second volume of the Final Report.

2.2   However reforming the NSW Police Service was scarcely a new idea. In the decade leading up to the Royal Commission, according to Commissioner Tony Lauer (1991-1996), the NSW Police Service underwent "a total reformation in terms of its organisational structures, philosophy and practice".[6] Commissioner John Avery's term (1984-1991) is considered by many as an example of "a successful model in police change management".[7] In 1994, the year the Royal Commission began, the NSW Police Service applied for an Australia Quality Award on the basis of a ten year program of developing professional, accountable, responsible and innovative police officers.[8]

2.3   The Royal Commission concluded that previous attempts to reform the Police Service had failed "largely because the executive [had] tried to prescribe solutions without:

- developing an overall plan or direction against which the initiative could be considered;

- recognising the breadth of change to underlying attitudes and culture that is required;

- calling on the external skills needed to be introduced to secure change;

- considering how the change might affect the overall delivery of service; or

- involving the membership in the planning and implementation of change."[9]

2.4   Wood considered that one way to maintain the momentum of the reform process was to provide a rigorous mechanism for critical evaluation of reform from both inside and outside the Police Service.[10] Integral to the reform process outlined in the Final Report, the evaluation mechanism was to be an "ongoing external audit, lasting a period of at least three years, to ensure that the reform process does not fall into a hole, or if it does, to help it out."[11]

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[6]   Lauer, cited in Dixon, D. (2001). Reform, regression and the NSW Royal Commission. In *A culture of corruption: changing an Australian police service*. Hawkins Press, Leichhardt, p.145.
[7]   Etter (1995) and Sparrow et al (1990) cited ibid.
[8]   ibid.
[9]   *Royal Commission into the New South Wales Police Service. Final Report Volume II: Reform*. May 1997. p.213.
[10]   Ibid.
[11]   ibid, p.218.

2.5   QSARP was drawn up by a team of management experts led by Dr Peter Crawford under the auspices of the Royal Commission. Ten areas were identified as critical to reforming the Police Service and it was proposed that the QSARP would examine the ten "high-impact areas in the reform agenda where progressive change can be monitored regularly."[12] These ten areas were:

- effective leadership and management;

- changing culture and values;

- an honest Service which repels corruption;

- effective planning;

- focus on performance management and quality;

- focus on staff and teamwork;

- building new human resource systems;

- breaking down outmoded systems;

- the patrol as a service hub; and

- implementation of effective structural change.

2.6   These ten areas were to be audited over a three year period. The blueprint for the audit formed Appendix 31 of the Royal Commission Report (Appendix Three). The terms "Appendix 31" and "the QSARP" came to be used interchangeably to refer to the measurement and progress of the reform of the Police Service. The then Commissioner of Police, Peter Ryan, endorsed the QSARP process.[13]

2.7   The Final Report of the Royal Commission gave a number of examples that could be used as indicators that the reform process was being implemented. These included:

- the Service and its leaders seek and embrace training and assistance from experts from outside in areas such as management, planning, implementation and human relations skills;

- day-to-day crises and emergencies diminish as an orderly, long-term framework is put in place, and problems are solved in such a way that they do not recur;

- staff speak with confidence about what they are trying to do and why [*sic*] demonstrating that they increasingly share common objectives;

- staff become prepared to offer *bona fide* criticism of areas of the Service which they find wanting, and to report the misconduct of other members, and do these things openly and not under a cloak of anonymity;

- leaders stop issuing orders and work with their teams;

- members of teams feel able to express views and contribute to solving problems and setting priorities;

- decisions become more consistent, understandable and transparent;

- patterns of behaviour become more consistent and standards rise;

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[12]   ibid, p.535.
[13]   ibid.

- the Service becomes interested in its own performance, it sets targets and benchmarks itself against the outside world in key management, operational and service areas;

- the Service starts to recognise that it must deliver value for money and sheds activities that are unnecessary or better delivered by other agencies;

- the delivery of support activities or services are made subject to competition from outside agencies or service providers;

- the Service operates as an integrated unit in delivering its key roles;

- new approaches are pilot tested to achieve improved performance, to break through in areas of gridlock and to gain feedback in areas where dramatic change is proposed;

- unnecessary bureaucracy, worthless rules, traditions and plans start to disappear;

- systems are tested to see whether they help or hinder staff, and are kept simple and redesigned as needed;

- the community becomes the focus of policing in most Service endeavours, for example, in modifying complaints handling the needs and rights of the citizen move to top priority;

- the Service shows real concern for and interest in its staff, for example, the plight of the senior sergeants who are no longer in a position where they can contribute in new ways or advance professionally is addressed successfully;

- the organisation starts recruiting outside for the skills it lacks, and senior and management positions are filled by open recruitment;

- jobs in the Service start to match needs as opposed to traditions, and are no longer routinely categorised as requiring the services of sworn police;

- the rank structure is progressively replaced by new management and career structures, with barriers between sworn and unsworn members reduced;

- levels of self-discipline, equality and respect rise within teams;

- the Service stops trying to "fix its problems" by making changes in structure;

- the Service improves its project management by setting clear objectives, reviewing the available information, devising the means of achieving the desired result, actively reviewing process and readjusting; and

- the size of headquarters support staff shrinks, and it turns to providing more strategic and policing guidance.[14]

2.8 The Royal Commission proposed that the audit be conducted by auditors external to the NSW Police Service engaged by the PIC. The audit would take place over a three-year period. The auditors would report to the PIC, who in turn would report annually to the Minister and the NSW Police Service. The PIC also had the ability to make a special report to Parliament under Section 98 of the *Police Integrity Commission Act*

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[14]   ibid, pp.536-537.

1996 if required, or it could otherwise report on the progress of the audit in its Annual Report.[15]

2.9   Wood's reform plan was based on the idea that the Police Service had to take responsibility for reform. This was to be counterbalanced by the Police Integrity Commission assessing the QSARP reports and making recommendations or Special Reports to Parliament accordingly. One commentator described the QSARP as a "life after death" for the Royal Commission, noting that the extent to which the Royal Commission would lead to real change depended to a considerable degree on the rigour with which the QSARP is carried out.[16]

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[15]   ibid, p.535.
[16]   Dixon 2001, p.148

Chapter Three - The QSARP Reports 1999–2001

3.1   This chapter briefly summarises the main findings of each of the three QSARP reports. Given the depth of their examination and evaluation of each of the Key Result Areas for NSW Police, this chapter can only be regarded as an overview of some important areas rather than a detailed examination of all of each QSARP report's findings. This chapter is structured chronologically, and includes a summary of a NSW Police Service in house magazine special edition *Five Years of Reform*. This is included because it marks the divergence between the reform process as laid down by Wood and measured by QSARP and the then Commissioner Peter Ryan's (1996-2002) reform process which was focused on quite different goals - specifically ethical, cost-effective crime reduction.

3.2   The QSARP Year One Report

3.2.1   The QSARP Year One Report was publicly released on 15 February 2001.[17] This Report covered the period of March 1999 to March 2000. While examining the audit findings and presenting a number of conclusions about the progress of reform within the key reform areas, it also examined strategic leadership and culture, and selection and appointments in more detail. The then Minister for Police, the Hon Paul Whelan MP stated that "the QSARP Report will help tell us where things haven't been completed or done as well as they could have been so we will not have the same failing."[18]

3.2.2   The Year One QSARP found that the NSW Police Service had made progress against the Royal Commission's reform agenda in a range of specific areas and within significant financial constraints. According to the QSARP Report, one of the indicators of this progress was the implementation of the Operations and Crime Review (OCR) process, described as a results-focused approach to reducing crime. The OCR process provided the Commissioner's Executive Team (CET) with a forum where it could focus on the Service's critical measure of crime reduction and regularly communicate its priorities. Commanders also had an opportunity to engage regularly with the members of the CET. The QSARP Report also found that another indicator of reform progress was that the Service had developed competency-based approaches to the selection and appointment of its leaders. This was a powerful mechanism to break from the previous approach which primarily emphasised the criteria of rank and seniority.[19]

3.2.3   Other positive signs included high levels of activity by the Internal Affairs Command in the detection and expulsion of specific cases of corruption, as well as a willingness to engage meaningfully with external review bodies such as the Police Integrity Commission and the Ombudsman. There were also signs at Local Area Commands of Service personnel working pro-actively with local communities and developing healthy community partnerships.[20]

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[17]   Police Integrity Commission, *Annual Report 2000–2001*, p.31
[18]   *Minister Releases QSARP Report and PIC Recommendations*, Minister for Police Press Release, 15 February 2001.
[19]   *QSARP Report Year 1*, 2000, Hay Group, p.282.
[20]   ibid, p.283

3.2.4   However, the QSARP report noted that, given the length of time that had elapsed since the end of the Royal Commission, it seemed reasonable to expect that more progress would have been made. In the view of the QSARP report, the achievement of the full scope of the Royal Commission reform agenda had fallen short in a number of key areas because of four recurring themes.

3.2.5   <u>NSW Police Service versus Royal Commission vision of reform</u>
The Royal Commission intended that the reform process would transform and rebuild the NSW Police Service. The reform would touch every aspect of the Service. To support and sustain change of this scale, the re-building process required strong foundations, careful planning and adequate resourcing and guidance for each phase of the implementation. The measures for this change formed Appendix 31 of the Commission's Final Report. Identification of key activity areas to audit was supposed to enable measurement of the success of the process.

3.2.6   In November 1996, the then Commissioner of Police Tony Lauer released his 'Phase 1' document as part of operationalising the reform agenda. He identified eight key areas for reform, which closely paralleled those of the Royal Commission. They reflected the need to strengthen the organisation in order to support and sustain long-term change. At this time, the Commissioner's reform agenda and priorities for change were mostly consistent with the Royal Commission agenda.[21]

3.2.7   During the next 12 months there was a shift in the Commissioner's emphasis, and by January 1998, at the time of the 'Next Phase' document, reform priorities were being described in terms of a series of significant systems and process changes such as the Police Assistance Line, the Employee Management (EM) system and the Crime Management Model. While important in their own right, none of these systems and processes addressed the need to support culture change at a time of reform. The four focus areas of the 'Next Phase' plan were:

- combating crime;

- public satisfaction;

- doing it right – effective and efficient work practices; and

- job satisfaction.[22]

3.2.8   The Commissioner intended to also focus on the Royal Commission reform recommendations, but the QSARP team reported that they had been advised on a number of occasions that the focus on measuring reform internally had shifted to a focus on the Service's key business performance measure of "ethical, cost effective, crime reduction".[23] It was the view of the QSARP team that "the long-term sustainability of the Service as a high-performance organisation requires a concurrent emphasis on the reform process, to build a corruption resistant

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[21]   ibid.
[22]   ibid, p.284
[23]   ibid, p.285.

Service….without strengthening the Service's foundations, short-term performance benefits are likely to plateau and corruption resistance is likely to be weakened."[24]

3.2.9 Good Intentions, Poor Implementation
The QSARP Report Year One noted that the Service had demonstrated good intentions throughout the reform process including articulating reform priorities, accepting the need for change, and generating some sound and considered ideas for initiating change in key areas. However, the QSARP Report also noted a consistent pattern of good ideas and intentions, which had stalled or faltered in being fully implemented and sustained. This was described as "limiting real progress and hindering the effect to which the Service overall can benefit from the progress that has been made."[25]

3.2.10 Fragmented versus Integrated Approach to Change
The Commissioner's Executive Team (CET) established the Business Implementation Group to maintain progress on reform initiatives. However the carriage of specific initiatives was frequently delegated to personnel in the form of particular projects. The QSARP Report Year One was concerned that projects were separated out without coordination and review at the highest levels, including better implementation carried out in an integrated manner. The report noted that there were indications in the Service that the fact that projects existed was seen as an indicator that reform had taken place, and no further evaluation of outcomes was being undertaken.[26]

3.2.11 Overstatement of Reform Progress
The QSARP Report Year One observed that the idea of reform as transformational change had been replaced in the Service by a focus on a process of continuous business improvement, an emphasis expressed a number of times by the then Commissioner and by the staff of the Reform Coordination Unit, whose responsibility was to provide dedicated support to progressing reform within the Service. This was reflected in significant changes to the Unit's stated goals from 1998/1999 to 1999/2000. The 1999/2000 business plan for the Unit indicated a scaling down of reform activity.[27]

3.2.12 During talks with the Commissioner, the QSARP team noted that he expressed his preference for avoiding discussion of reform issues with "the troops". Rather, he preferred to encourage operational officers to concentrate on reducing crime and leave reform in the hands of the CET and Service leadership. The Commissioner also stated his view that the reform process had been completed and the key focus within the Service was now cost-effective, ethical crime reduction.[28]

3.2.13 While the QSARP Report Year One found indications that reform was proceeding in some areas, there were many cases where the Service had not made significant progress. The Royal Commission foresaw a lengthy, challenging period of reform,

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[24]   ibid.
[25]   ibid.
[26]   ibid, p.288
[27]   ibid, p.289
[28]   ibid.

requiring strong and sustained focus with the involvement of all staff. However, staff were reporting confusion and a lack of clarity about the status of reform and about the expectations that they implement reform locally. The Report concluded that the findings of the Year One audit did not support the Commissioner's view that the reform process was complete.[29]

3.2.14 The PIC made three recommendations to the Police Service based on the findings of the QSARP Report Year One. These were that the Police Service:

- use external experts to assist in reform;

- form a group to advise the Commissioner of Police on the skills and knowledge needed for reform, the selection of experts and on measures to improve reform processes; and

- use recognised project management methodologies to manage reform.[30]

3.2.15 The PIC reported that all of these recommendations were accepted by the Government, and were being implemented. For example, the recommendation relating to the formation of a group to advise the Commissioner of Police on reform led to the establishment of the Appendix 31 Reforms Advisory Committee. The Committee was comprised of a member of the Commissioner's Executive Team, representatives of the PIC and the QSARP auditors. The Appendix 31 Committee, chaired by the Police Service, with representatives from the Ministry for Police, the Hay Group (who were conducting the QSARP) and the PIC, arrived at a common understanding of the reform envisioned by the Royal Commission, and the skills needed to undertake this reform. The Committee also agreed on a model to consolidate and assist in prioritising reform strategies and initiatives.[31]

3.2.16 Police Service Weekly Special Edition – Five Years of Reform
In December 2001, the Police Service in-house magazine, the *Police Service Weekly* (PSW), released a special edition devoted to the reform process. Reviewing changes in the Police Service since Commissioner Peter Ryan was appointed 1996, the magazine promoted the Commissioner's view that the reform process was largely complete. A blend of technology, new legislative powers, restructuring of the organisation and some human resource initiatives were all reported as reform. Case studies showed how these changes applied to everyday policing situations. For example, a hypothetical burglary was solved using new technology such as the DNA database and new human resources initiatives such as the Scene of Crime Officers.

3.2.17 One section of the PSW titled 'Five Years after the Royal Commission' claimed "98% of the recommendations from the Wood Royal Commission have been implemented or are in the process of being implemented".[32] This section of the PSW listed reforms the Police Service had achieved in the preceding five years. Topping the list were the increases in police powers for targeting street crime and gangs.[33]

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[29] ibid.
[30] *Police Integrity Commission, Annual Report 2000–2001*, p.31.
[31] ibid, p.32.
[32] *Police Service Weekly Special Edition – Five Years of Reform*, December 2001, p.14
[33] ibid.

Initiatives to do with the Police Service's new focus – ethical, cost-effective crime reduction and improved public safety – were highlighted including changes to criminal investigation procedures, the establishment of NSW Crime Faculty at Westmead, the introduction of the national police intelligence data system CrimTrac, organisational changes such as Crime Management Units and a range of new technologies such as mobile data terminals, geographic information systems and the integrated ballistics identification systems.[34]

3.2.18   Appendix 31 and the QSARP were discussed in the latter half of the PSW. It noted that two reports had already been completed and "considerable progress in reform has been noted."[35] The article went on to note that

> Strategies to develop highly trained police, such as intelligence management methods, forensic and technological advances, and foundational and continuing education, are not specifically audited in QSARP.... There might be some concern that focusing on organisational change, essential though that is, has diverted attention from what many consider to be the main issue for policing – back to basics crime fighting.[36]

3.2.19   The latter half of the PSW focused on four priority reform areas: leadership, culture changes and integrity strengthening, support for the devolved organisational structure and people management practices. Examples of reform initiatives in each of these areas again included a mixture of new human resource initiatives, organisational restructuring, drug and alcohol testing, forensic and technological advances.

3.2.20   The PSW quoted Wood as stating that "primarily, reform means: 'Greater safety in the streets and that a call for assistance will be met with a professional and ethical response' (Final Report, Volume II, 9.63)".[37] A fuller reading of this section of the Final Report reveals that the paragraph quoted discussed the benefits of breaking the cycle of corruption and was not in any way a definition of reform.

3.3   QSARP Year Two Report

3.3.1   The QSARP Year Two Report, covering July 2000 to June 2001, was publicly released by the Minister for Police, the Hon Michael Costa MLC, on 7 January 2002.[38] The Minister noted the Year Two Report "recognised the reform achievements and significant improvements since QSARP 1 by NSW Police".[39] The Minister further stated in his press release that his recent restructuring of NSW Police "addressed many of the issues raised by the Qualitative and Strategic Audit of the Reform Process 2 Report."[40] (See Appendix Four for this press release.)

3.3.2   The QSARP Year Two Report noted that the management of reform in an organisation of the size and complexity of the Police Service was a massive

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[34]   ibid, pp.14-19
[35]   ibid, p.22
[36]   ibid.
[37]   PSW *5 Years of Reform*, p.25
[38]   *Release of Progress Report on Police Reform*, Minister for Police Press Release, 7 January 2001 (sic – correct date 7 January 2002).
[39]   Ibid.
[40]   ibid.

undertaking. Against a background of challenges from unnamed internal and external sources, the auditors noted some significant initiatives and some identifiable progress on reform in a range of areas across the Service. In particular:

- the Service's chairing and participation in the Appendix 31 Reform Advisory Committee. This Committee has assisted in the planning of a process whereby the Service will contract external experts to assist it in the development and management of a program of reform initiatives;

- the relocation of accountability for the coordination of reform was now directly with a member of the Commissioner's Executive Team, the Acting Director of the Organisational Policy and Development Directorate. This raises the profile of leadership for reform and anticipates greater coordination of reform initiatives;

- the development of the Command Management Framework and local management of risk, with potential to contribute significantly to real culture change within the Service;

- the new Employee Management policy, signalling stronger local management of complaints, and improvement against some of the Police Ombudsman's measures of Service responsiveness;

- the implementation of the Leadership Development Project as a significant initiative in building leadership capacity; and

- observable shifts in leadership behaviour throughout the Command structure. Staff in some areas speak positively of the leadership of Commanders who are demonstrating innovative, open and participative leadership, resulting in work climates where employees feel motivated and included.[41]

3.3.3   However the auditors noted that almost all of these major change initiatives had begun only in the last twelve months and were in the early stages of development. This meant that the QSARP auditors were not in a position to comment on their value beyond describing their potential to achieve reform.[42]

3.3.4   The QSARP Year Two Report noted the limited resourcing of a number of these major change initiatives as an obstacle to their long-term effectiveness. For example the Employee Management Branch (EMB) had an ambitious project to research best management practice by conducting an investigation of "productive" workplaces within and outside the Police Service where employees felt valued, as well as identifying areas where there were high levels of reported grievances about management and leadership so as to explore the reasons for these complaints, and possibly coach targeted managers. This was to be the responsibility of one Intelligence Analyst.[43]

3.3.5   The aim of the Leadership Development Program was to build a pool of qualified and competent staff capable of acting in and filling senior positions. The program had three tiers. The Senior Executive Service/Region Commander level intake consisted of eight officers. The second tier, aimed at potential Local Area Commanders, targeted 40 officers and resulted in an intake of 25 officers. The third

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[41]   *QSARP Report Year 2,* 2001, Hay Group, pp.247-248.
[42]   ibid, p.248
[43]   ibid, p.43

tier, aimed at developing potential Duty Officers received 105 applications from which 40 were selected. This was from a projected intake of 100 officers. The QSARP Year Two Report noted that, while building a pool of potential senior officers was a long term goal, it appeared that this program would require particular nurturing if it was to succeed. The submission establishing the Leadership Development Directorate specified that six positions were needed to meet the full range of accountabilities of the Directorate, yet at the time of reporting there were only three staff members, including an Acting Director, notwithstanding the Acting Director's view that the original resource requirement of the Directorate had been understated in order to meet Service expectations of this program.[44]

3.3.6   More significantly, the auditors stated that the Year Two Report had highlighted "entrenched patterns of behaviour within the Service around the management of reform" and that "the Service needs to give serious attention to the factors contributing to its lack of reform progress."[45] The auditors attributed this to a reactive position of the Service leadership towards the reform process that had fostered the continuation of a mindset in the Service that once an initiative had been described and delegated, it was in itself a completed reform. This in turn led to a pattern of counter productive behaviour towards implementing reforms, which included:

- poor or inadequate levels of resourcing;

- fragmentation of energy and focus across too many initiatives, putting at risk the successful completion of any;

- poor management of cross-functional relationships which are critical to securing buy-in and ultimately the success of the initiative;

- lack of ability to focus on qualitative measures of reform outcomes which impact on culture, behaviour and performance;

- a reluctance to move from assessment performance against quantitative measures such as crime rates;

- an obsession with counting the number of initiatives undertaken, rather than the quality of their impact; and

- a failure to sustain energy, focus and resources over the long term to give new initiatives chance to be successful.[46]

3.3.7   Given these shortcomings it is difficult to find any support for the then Minister's assertion of reform achievements and improvements in his press release. When asked about this assertion, the PIC noted in their response to Questions on Notice in the Sixth General Meeting with Joint Parliamentary Committee that "an unswerving commitment to reform by the Police leadership and the work being done by the Police in planning and working with external contractors to implement reform, are, in the Commission's opinion, more critical to the overall reform process."[47]

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[44]   ibid, pp.53–55.
[45]   Ibid, p.248
[46]   ibid, p.249
[47]   *Report of the Sixth General Meeting with the Commissioner for the Police Integrity Commission*, June 2002, pp.7-8.

3.3.8   The Need for More Effective Integration of Reform Initiatives
         The QSARP Year Two Report made two recommendations to the Police Service to address barriers to progress in two key areas. The first of these was the need for an integrated plan for reform Service-wide, developed and owned by the CET. The pattern of tasking an individual officer or unit with the accountability to deliver a reform project remained entrenched. The difficulty with this practice was that often, for a reform to be effective, it required levels of resourcing that were beyond the authority of an individual officer. Often the reform cut across different areas and commands, and this required a higher level approach. In such cases, the involvement of the members of the CET to champion and give leadership to change efforts was seen as critical.[48]

3.3.9   While authorising the Organisational and Policy Development Directorate (OP&D) to coordinate the change projects was seen as a positive step, the QSARP Year Two Report urged the Service to be more selective in the initiatives it undertook and managed through the OP&D. It was the opinion of the QSARP auditors that if the Service were to select and manage a small number of initiatives with thorough design, implementation and review, then greater progress would be made than from a wider range of poorly implemented efforts.[49]

3.3.10   In summary, a more effective integration of reform initiatives required:

• an overarching plan for reform, endorsed and owned by the CET;

• a CET initiative to secure the required budget and resources and to manage the cross-functional relationships which the QSARP Year Two Report had identified as the key to successful implementation of reforms; and

• maintaining a focus and selectiveness on reforms as the effective management of two to three key initiatives would achieve sustainable results.[50]

3.3.11   The Critical Role of Leadership for Reform
         The QSARP Year Two Report stated that "we have not seen the CET as a whole leading and embracing the management of transformational change organisation-wide"[51] (emphasis in original). The Report noted that the single most critical factor in the successful management of change in an organisation is leadership, and that the Year Two audit found that the leadership standard at the top of the Service did not reach the standards that have been described by Appendix 31. While the evidence suggested that members of the CET were effective in setting broad direction and encouraging initiatives in the Service, they were not a team focused on driving change throughout the organisation. They were not the owners of reform within the Service, and the ownership of the reform issue did not become any clearer further down in the ranks. Region Commanders were seen as supportive, but not accountable for Local Area Command performance on reform. Local Area Commanders had more authority delegated to them, but still needed direction,

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[48] Ibid, p.250
[49] ibid.
[50] ibid.
[51] ibid.

resources, support and coaching, none of which were consistently available. The CET needed to send consistent messages about reform across the Service, including a clear message about who was accountable for bringing about change. Given the number of new and promising initiatives that had been started by the Service, the Year Two Report noted that effective leadership from the CET was crucial to their success.[52]

3.3.12 In response to the QSARP Year Two Report the PIC commented that it was "somewhat concerned by the continuing existence of impediments to reform and a reported absence of evidence of solid foundational changes such as the police leadership clearly and consistently driving reform."[53] However the PIC felt that there had been some demonstrable progress since the QSARP Year One Report, specifically:

- scoping out the nature of the reform required;

- developing a sound framework consistent with the intent of Appendix 31, to cluster and prioritise reform initiatives;

- identifying a suite of clearly relevant initiatives to be undertaken, particularly those focused on identifying what NSW Police leadership expected of its leaders and culture;

- taking action to secure external expertise; and

- centralising coordination of reforms with a member of the CET.[54]

3.3.13 On the basis of these developments, the PIC made no recommendations to the Police Service on the release of the QSARP Year Two Report.[55]

3.4 **QSARP Year Three Report**

3.4.1 The final QSARP Report was released by the then Minister for Police, the Hon Michael Costa MLC, on 23 December 2002,[56] one day prior to the Christmas public holiday period, weeks after Parliament had risen from its final sitting before the March 2003 election. Like the previous QSARP press release, the Minister asserted that restructuring NSW Police addressed some of the concerns raised by the QSARP about the reform process. The press release further noted that the Minister disagreed with the QSARP view that NSW Police had focussed on frontline policing to the detriment of the reform process.[57] (See press release at Appendix Five.)

3.4.2 The QSARP Year Three Report, while presenting the findings of the audit of NSW Police for the period July 2001–June 2002, also presented an analysis of the progress of reform. The third audit took place in a year of unstable leadership at the Executive level. The early progress of most of the reform projects was found to have

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[52]   ibid, p.251
[53]   *Police Integrity Commission, Annual Report 2001–2002*, p.26.
[54]   ibid.
[55]   ibid.
[56]   *Police Integrity Commission Annual Report 2002–2003*, p.31.
[57]   *NSW Police Qualitative and Strategic Audit of the Reform Process Released*, Minister for Police Press Release, 23 December 2002.

"failed to move to a state of mature practice"[58]. The main factor found to have contributed to this was the failure of the Executive to manage reform strategically, ensure integration and monitor accountability for agreed reform outcomes. The intention to reform was weakened by the Executive objective of "continuous business improvement".[59]

3.4.3 Reform versus continual change

The period of the QSARP was characterised by pockets of progress towards reform against a background of continual organisational change. The evidence of change documented by the QSARP does not fit a transformational model, as envisioned by Wood. Instead of an overarching, strategically determined plan set in a professional project management framework, initiatives were distributed to business unit commanders and managers, and were changed as leaders at this level left or were replaced. The reform process was characterised by continually moving on without accountability, measurement or evaluation of projects. Moreover, there was no integration of projects beyond that brokered at the various business unit levels which were restricted by the level of authority of those individual officers. The QSARP team found that the change seen in course of the audit was consistent with an operational policing model, requiring quick decisions made on a short term basis in response to an immediate threat.[60]

3.4.4

The QSARP Year Three Report stated that the audit team had not seen evidence of the quality of management required for successful transformational change in the style laid out at the end of the Royal Commission. There was not a professional management approach to determine the features of the future organisation and to manage systematically towards this outcome. The process of transformational change required that the CET have a clear plan for their approach, that they have knowledge of the state of the organisation at key points of review and that they accept the discipline that is essential to work together to deliver a long-term objective, such as reform.[61]

3.4.5 Staff and stakeholder views of the progress of reform

Two surveys of police staff and major external stakeholders were conducted in conjunction with the 1999 Audit and the 2002 Audit. Overall the latter survey found that the stakeholders (listed in Appendix Six) were more dissatisfied with the reform process than they were in 1999. The total percentage of dissatisfied stakeholders in 2002 was 51% compared with 36% in 1999. Of the 51% dissatisfied in 2002, 14% were very dissatisfied.[62]

3.4.6

In 2002, 48% of respondents indicated satisfaction with the reform process, compared with 64% in 1999. In 2002, 4% indicated they were "very satisfied" with the reform process. No one indicated that they were "extremely satisfied" with the reform process.[63]

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[58] *QSARP Report Year 3*, 2002, Hay Group, p.ii.
[59] ibid.
[60] ibid, p. iii.
[61] Ibid.
[62] ibid, p.104.
[63] ibid.

3.4.7   Overall, stakeholders were frustrated at the lack of change in the culture of NSW Police. Over half of the group (56%) felt that the extent of reform that had taken place was not in line with expectations and that the changes that had occurred reflected compliance with external requirements such as legislation and could not be attributed to an internally-driven reform process. More than three quarters of respondents also indicated that the reappearance of corruption in NSW Police reflected the lack of progress of reform. The majority of respondents believed that police morale had worsened as a result of several factors, including lack of support for front-line police to deal with increased accountability, increased media scrutiny, ongoing senior personnel changes and perceptions of an unstable executive.[64]

3.4.8   Positive changes emerging from the survey were qualified. While 25% of respondents were satisfied with NSW Police consultation during the survey period, and a further 37% felt that recent implementation of new technology would lead to better exchange of information between government agencies, many stakeholders felt that these changes were the result of the actions of individual officers rather than reflecting systematic changes within the organisation.[65]

3.4.9   Additional interviews were conducted with stakeholders, which revealed some further areas where as a group they were more satisfied:

- 42% of stakeholders commented on the high level of commitment to achieving reform being demonstrated by senior staff within NSW Police. Many attributed this to the then newly appointed Deputy Commissioners Andrew Scippione and David Madden. This was reflected in the survey with the item "Police leaders committed to reform" no longer rated as a priority area.

- 53% of stakeholders commented on the improvement of the calibre of police officers, feeling they were more competent and skilled than in 1999. This was reflected in the survey with the item "Ethical decision making" no longer rated as a priority area. Stakeholders identified better education of recruits,[66] police being more responsive to technology and new ideas, and officers in some Local Area Commands improving their enforcement and enactment of various Acts.

- There was a consistent view amongst stakeholders that anti-corruption agencies such as the PIC and Special Crime and Internal Affairs were strong, effective and successful in detecting corruption.[67]

3.4.10   These interviews also identified areas where NSW Police were struggling with reform:

- 87% of stakeholders felt they could not observe any real change in NSW Police culture;

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[64]   ibid.
[65]   ibid, p.105
[66]   On 28 February 2002 the then Minister for Police, the Hon Michael Costa MLC, announced police recruits would be on the street after 31 weeks training rather than the usual year of training. Courses cut included Ethics and Accountability, Police Intelligence Practice and Policing as a Profession. The cutting of training time was in order to fulfil election commitments relating to police numbers.
[67]   *QSARP Report Year 3*, 2002, Hay Group, p.105.

- although stakeholders viewed leaders as committed to reform, 62% were concerned about the ability of the police leaders to drive reform; and

- one third of stakeholders felt that the executive of NSW Police was in disarray and that this was impacting adversely on front-line police.[68]

3.4.11 <u>Driving the Reform Process</u>
The QSARP Year Three Report addressed the performance of the CET in relation to its leadership and management of reform for the period of July 2001 to June 2002. Both QSARP Reports for Years One and Two reported a lack of commitment by the CET to own and pursue the reform program recommended by the Royal Commission and the supplanting of this agenda by the (then) Commissioner's own reform agenda, ie ethical, cost-effective crime reduction.[69]

3.4.12 The year during which the third QSARP was conducted was marked by a change in Commissioner, the abrupt departure of a Deputy Commissioner and the appointment of two new Deputy Commissioners. There were also changes in executive level structures. During mid 2001, as part of strengthening of Executive management, a Corporate Governance Panel was formed to review the performance of the organisation, including the progress of reform. The Panel underwent a series of changes to its structure and function before meetings were suspended at the end of December 2001. At the completion of the third QSARP, the CET was considering more changes to strategy and management processes.[70]

3.4.13 The Year Three Report found that there was a lack of discussion or debate of reform programs within the CET. The major issues arising from the QSARP had at the time of finalising the Report not been resolved by the CET. Analysis of performance trends had not been required by the CET, nor had any evaluation been conducted ahead of further stages of program delivery.[71] The Report states "in the three years of the Audit we have not seen transformational change of NSW Police – reform – so much as a state of more continual change."[72]

3.4.14 <u>The Leadership Development Project</u>
A number of initiatives were identified by the QSARP Year Two Report as promising, including the Leadership Development Project (LDP), the Command Management Framework and the Employee Management Policy. The Year Three Report looked in detail at the Leadership Development Project as the way in which the CET was providing for future leaders of a reformed NSW Police.

3.4.15 The aim of the Leadership Development Project was to identify a pool of leaders available for succession planning. The LDP was designed in three tiers: Tier One was aimed at the Senior Executive Service and Regional Commander level comprising eight officers; Tier Two, at potential Local Area Commanders with 25 officers; and Tier Three, potential Duty Officers with 40 officers.

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[68] ibid, p.106
[69] ibid, p.111
[70] ibid.
[71] ibid.
[72] ibid.

3.4.16   There were a number of problems with each tier of the program. For instance, the centrepiece of the Tier One program was a "strategically oriented workplace action research report".[73] This involved research as well as attendance at a series of compulsory seminars. By the end of the first year of the program only one of the eight participating officers had submitted a draft research report. Attendance at seminars had been poor.[74]

3.4.17   The Tier Two and Three candidates had no minimum requirements for program participation and no mandatory learning components. The QSARP team found that the "choose-your-own" self-paced learning principle that underpinned the program meant that candidates pursued widely varying study programs and that at the time of writing the Year Three Report, there had been no analysis, formal reporting or formal discussion of the different approaches taken. At that time the Leadership Development Directorate within NSW Police was planning to conduct an evaluation of the candidates at the conclusion of the program. However this retrospective evaluation did not prevent candidates from completing the program without having achieved the behavioural outcomes set down as requisite for senior leaders in NSW Police.[75]

3.4.18   Generally, the QSARP found that as the LDP had no mandatory learning components, minimum participation standards or milestones for completion of assessments, it was lacking the standards required to develop leadership behaviours. As candidates could choose their own education program, they tended to take organisationally popular programs that were designed more for career enhancement rather than gaining reform-related or leadership-oriented experiences. While QSARP found there was a link between the LDP and promotion, it was based on the candidate's entry into the LDP and was not linked to successful completion of the program. The QSARP considered that the LDP was considered more likely to satisfy the career aspirations of individual staff than the interests of NSW Police in looking to promote the best leaders.[76]

3.4.19   <u>Employee Management Project</u>
The QSARP Year Three Report found that the Employee Management Branch (EMB) was providing a high standard of support and information to Commands to embed the Employee Management Project (EM). However the QSARP noted a range of positive and negative receptions by various Commands to the EM. There were indications in some Commands, especially those with a predominance of older or inexperienced staff, that the support provided was not enough to achieve reasonable progress towards the desired outcomes.[77]

3.4.20   A particular issue highlighted by the QSARP Year Three Report was the lack of preparedness of supervisors to exercise their responsibilities in relation to managing poor performance by staff. The Employee Management Branch established a "One

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[73]   ibid, p.131
[74]   ibid.
[75]   ibid, p.140
[76]   ibid, p.143
[77]   ibid, pp.312-313

Stop Shop" consultation in February 2001, which at the time of the QSARP Year Three Report was receiving about seventy referrals and enquiries each week. The QSARP auditors observed that this service had been overloaded with calls from Commanders and supervising staff who had been avoiding taking routine action locally to deal with conduct and performance issues. While the EMB was continuing training, the extent and type of training offered was not designed to bring about major behavioural change in supervisory practices.[78]

3.4.21 Generally, the QSARP Year Three Report found that the EMB took a pro-active and well-planned approach in its provision of support and communication to embed the new EM philosophy. The EMB was building quality tools and processes for the separation of complaints from a broad range of performance issues. However the effectiveness of these outcomes was limited by the failure of NSW Police to build greater management consistency at local levels. At the time of writing the Year Three Report, the EMB was still being called on to provide management performance normally managed in other organisations through a development and performance review process. The CET should have matched initiatives in complaints management with a program of performance management to build the capability, confidence and accountability of managers and supervisors to review performance of their staff against agreed objectives. The QSARP Year Three Report noted that the capability of local managers must be strengthened, while there should be careful monitoring to identify where further support was needed to embed the new complaints culture and safeguard against corrupt practices.[79]

3.4.22 The PIC response to QSARP Year Three
The PIC response to the Year Three QSARP report noted that the finding that the police executive had failed to manage reform strategically would have been of "considerable concern"[80] but for the stabilisation of the Police Executive and some reform-related activity which had occurred after the end of the QSARP. This included:

- detailed research on the nature of the reform needed within NSW Police;

- securing external expertise to plan the reform process;

- completion of detailed reform planning;

- implementation of a project management framework for reform;

- assigning CET members direct responsibility for reform initiatives rather than a single CET member with responsibility for all reform; and

- establishing a reform office to manage reform in NSW Police.[81]

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[78] ibid.
[79] ibid, p.314-315
[80] *Police Integrity Commission, Annual Report 2002–2003*, p.32
[81] ibid.

TABLE COMPARING QSARP YEARS 1, 2 AND 3

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
Effective leadership and management	• Formal recognition of behavioural competencies for leadership and management • Need to link leadership behavioural model specifically to the reform agenda • Apparent lack of consistency regarding leadership training and coaching • Not all commanders have positive leadership role models • Need to develop and reinforce behaviours against which staff will be assessed for promotion purposes	• Distinct progress towards leadership appropriate in a reform environment • CET members need to consistently show ownership and direction of reform, as well as coach and support their staff • CET needs to operate as a team in the reform process • Division of responsibility between region and local area commanders needs to be clear • Demonstrated commitment to building a leadership capability • Need to demonstrate a commitment to leadership improvement	• The CET has not demonstrated consistent and comprehensive management of a reform program • There is a team consensus within the CET to drop the word "reform" from the corporate objectives while retaining its intent • CET resolved to move decision making responsibilities about reform down to lower levels of the organisation • There is a real risk that management of reform process will disappear from the agenda of NSW police
Changing culture and values	• Culture change not a priority for the Service • Service has not addressed key reform themes from the Royal Commission • Employee Management system is seen by the Service as being the vehicle for culture change, but it should not be the sole vehicle • Policies and codes have been developed, but compliance needs to be monitored to ensure behavioural change is occurring • Operations and Crimes Review helps leadership accountability, but excludes all measures of effectiveness other than crime statistics	• Staff speak positively of the cultural change they see in the Service • Increased efforts by some leaders to reform • No consistent message from the Service describing the target culture • Crime Management Support Unit to support Crime Management Units in the field • Service needs to show commitment to implementing integrated change plan • Service needs to be more proactive in providing opportunities to model good practices	• There is no clear statement of characteristics required of recruits in a reformed NSW Police that forms an integral part of the selection process • Despite Education Services activity to capture data for tracking of recruitment outcomes, this data is not well integrated, not regularly reported and not used to inform strategy or planning • There is no overall strategy to enable the Constable Education Program to manage the risk of inadequate training of constables when Ministerial directives require the quick preparation of large numbers of police for frontline duties

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
			• The practice of developing staff remains reactive and expedient approaches are taken to satisfy targets • Civilianisation has shown real promise, but there has been insufficient attention to ensure its long term success.
An honest Service which repels corruption	• Responsibility rests primarily with Internal Affairs • Development of a broader ethical culture needs to be undertaken • Commissioner's reform agenda is being pursued at the expense of the Royal Commission reform agenda	• Development of the Command Management Framework and the Employee Management policy are positive developments • Both CMF and EM need dedicated resourcing if they are to succeed • Developing staff as ethical decision makers needs to be directed and planned by CET.	• While the CMF has achieved a high level of acceptance, it is not a substitute for more thorough corruption prevention planning • Employee Management Branch has made and continues to take a proactive and well planned approach in providing support and communication to embed the new EM systems • The Executive should move quickly to ensure that initiatives in complaints management are matching by a program of performance management to build the capabilities of managers and supervisors to review staff performance against agreed objectives • CET needs to establish a clear role for Special Crime and Internal Affairs as part of the overall strategy for corruption prevention across NSW Police • E-coach must now be adopted by the Executive as it supports and builds an ethical culture in NSW Police
Performance management and quality	• Some progress has been made with the performance management system	• Crime reduction remains the predominant indicator of	• The CET is appropriate for the carriage of core functions of policing,

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
	for Constable and practitioner staff, but insufficient progress has been made for the rest of the Service • Performance Management Unit is under-resourced • OCR is the Service's primary performance review process, but it focuses on crime reduction • Management and supervisors have had little or no training on how to deal with poor performance in the work place	organisational performance • Service Annual Report 1999 – 2000 outlines a new phase of reform objectives. There has been no formal evaluation of earlier reform phases • There are no developed strategies, performance indicators or measures to drive reform as a priority • Reform is understood in commands to be a desirable, not required activity • Oversight agencies are seriously concerned by the service's endorsement of recommendations and agreement to their implementation without any followup to show they have been effectively implemented. • The external agencies response unit has recently been established in the service to coordinate relationships with external oversight agencies.	as well as reform. Yet it is clearly ambivalence about reform priorities. • CET appears to have turned its attention from reform too early, ahead of the achievement of reform outcomes. • Changing the name of NSW Police Service to NSW Police distances NSW Police from the recommendations of the Royal Commission • NSW Police formal statements of strategy are a distinct departure from the Royal Commission's vision of community-based policing. • The failure of NSW Police to engage in the development of a community charter (an idea also supported by the Royal Commission, PIC and the Ombudsman) demonstrates either a lack of understanding of the concept and/or an unwillingness to openly engage with community stakeholders and uphold the principle of policing by consent. • The failure of NSW Police to engage in high level community consultation as envisaged by the Royal Commission has gone unchecked by government and the oversight agencies • The results of community policing at a local level are not being captured, analysed and reported to the CET for use by Executive in developing its overall strategy.

The QSARP Reports 1999-2001

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
			• CET does not have the information available to enable it to take remedial action where local level activities are at odds with community based policing • NSW Police focuses on short-term, activity level communication planning, and it is not able to address larger scale community perceptions and concerns about reform • There is a lack of sufficient resources to allow comprehensive communications planning to occur • NSW Police views external audiences as the government and the media rather than addressing the full range of external stakeholders
Effective planning	• A multi-level planning framework has been developed and there is evidence that managers and commanders are using elements of it. However the royal commission's reform agenda is not reflected in the framework • The OCR process is the only link between high level strategies and local commands. • Training in business planning has not built high levels of commitment to the planning process – most LAC commanders do not use business plans to manage their command.	• Local Area Commanders are now using business planning processes to assist in managing their Commands • There is still a focus on quantitative crime reduction and operational targets • Commanders are not held accountable for their performance against their plans • Reform is yet to be addressed in a consistent, integrated and measurable way in LAC business plans • A clear statement of the reform program and the Service's commitment to train and support managers/Commanders is required.	• NSW Police has demonstrated progress over the last year in its centrally coordinated business planning cycle and in extending its use throughout NSW Police beyond Field Operations • Business plans need to demonstrate that they fully address reform not simply as topics under headings in the plan, but with consistent and measurable reform outcomes.

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
Focus on staff and teamwork	• The roll out of the Crime Management Model (team-based approach to intelligence-led policing) has been well resourced and supported • No evidence has been presented of any other team processes and practices operating elsewhere in the Service • The Behavioural Change Program has had some success and this program should be given appropriate evaluation by the Service	• Measurable targets have not been set for the development of teams • More cohesive teams exist in more specialised environments eg special operations • The common practice of inviting suggestions from staff has resulted in improved practices in some commands – however staff often find they can only influence minor procedural matters • The service is failing to capitalise on the positive contributions of its staff by lacking consistent leadership and management practices • Service-wide practice standards need to be set to ensure accountability and allow for assessment of team building measures • Establishing merit awards for team-based work would be an excellent way to ingrain team-based work.	• The formation of the Crime Management Support Unit has lead to positive signs of change and LACs have shown increasing awareness of its value as a resource that encourages and stimulates teamwork practices. • NSW Police needs to capitalise on its investment in supervisory training programs by developing clear and robust strategies to build effective teamwork and team leadership behaviours • NSW Police has not arrived at a consistent formulation of what highly effective team process and team leadership would look like in their organisation.
Building a new human resource system	• New developments in selection and promotion systems are promising, but delays in the promotion system need to be overcome • Service has failed to identify or implement a strategy for external or lateral entry from other police services • There is a lack of training for managers in dealing with hr and performance related issues • The service has moved forward and now provides a package of job streams	• A Tripartite Committee (Service, Ministry and Association) has been established and has addressed improving timeframes around promotions and transfer procedures • Rehabilitation officers at the Region level, and the Employee Assistance Program are welcome initiatives • Issues identified as key to the reform of the HRS such as forecasting required capability, career streaming, assessment methodologies and	• While the CMF has achieved a high level of acceptance, it is not a substitute for more thorough corruption prevention planning • Employee Management Branch has made and continues to take a proactive and well planned approach in providing support and communication to embed the new EM systems • The Executive should move quickly to ensure that initiatives in complaints

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
	including key competencies for positions • There is a lack of focus on outcomes and the links between leadership principles and required behaviours have not been made.	performance management have not progressed since QSARP1 • Service leadership needs to strengthen the credibility of HRS management and support the direction of the HRS program • Lack of implementation to a strategic HRS plan is impeding the progress of reform in the Service	management are matching by a program of performance management to build the capabilities of managers and supervisors to review staff performance against agree objectives • CET needs to establish a clear role for Special Crime and Internal Affairs as part of the overall strategy for corruption prevention across NSW Police • E-coach must now be adopted by the Executive as it supports and builds an ethical culture in NSW Police • *NB for the purposes of the final QSARP report, KRA 2 and KRA 7 were dealt with as one KRA*
Breaking down outmoded systems	• The Service has a comprehensive strategic IT plan • A Service-wide information management plan is now being developed	• A more professional approach to computer security has been adopted with the appointment of a Computer Security Manager • Procedures for the management of the security of the COPS system in local Commands is consistently applied and well understood • Security issues have been addressed in the development of new information technologies such as the E@gle.i investigation system and Mobile Data Terminals (located in police cars)	• *This KRA was not reported on as such, rather it was assessed in terms of measuring reform.* • At the end of Year Three of QSARP, NSW Police has made no significant progress in the use of appropriate measures of reform as understood by the Royal Commission • At the end of Year Three of QSARP, all formal high level reviewing and reporting of performance and of the progress of reform has been suspended awaiting the outcomes of a CET session to test its strategic direction • Momentum has been lost in the process of NSW Police to reform • This temporary discontinuation of the

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
			monitoring role is an indication of the lack of commitment by NSW Police Executive to achieving reform
The Local Area Command as the Service hub	• The Service claims the establishment of the Police Assistance Line has freed officers for proactive policing duties • LACs are developing their own programs to establish links to local communities • Stable staffing within local LACs is a problematic issue because of the inability of the Service to make substantive appointment for key positions of Duty Officer, Crime Manager and Team Leader • Systems are in place to manage financial processes once the budget has been approved and additional systems such as activity-based costings are being trialled across the Service	• The Region/LAC model allows Local Area Commanders to exercise operational accountability for their Commands. Most Commanders report they have the necessary authority • The Service's Regional Evaluation study found there are no measures to assess the value of the Region level of management • QSARP2 confirms the lack of accountability of the LAC/Region structure for performance indicators other than quantitative measures, mainly crime rates • There are positive, supportive relationships between Region and LACs • There have been positive reactions from Local Area Commanders to EM policy, but the Service needs to check that complaints investigations safeguard the needs of staff as well as managing risk for the Service • The Service has sought to make changes to Region accountabilities through a Continuous Improvement Schedule (CIS) to modify the service delivery model. There needs to be clarity in the process to identify and measure reform outcomes • Any significant attempts by the	• There is no evidence of CET taking a proactive role in the development of local community consultation strategies, or of these being cascaded through the organisation. Regional Commanders are not playing a proactive role either. • CET is not focused on local level consultation as a core strategy of NSW Police. • There are positive signs that some Local Area Commanders are using discretion and creative approaches in their dealings with communities • The lack of formal direction from the CET and Region Commanders suggests that community consultation is not seen as a priority strategy in the prevention or reduction of crime.

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
		Service to change service delivery will need an integrated plan and the highest levels of commitment to sell the benefits to the community	
Implementation of effective structural change	• The Service has failed to plan effectively for the implementation of reform by accurately determining its capability, in financial and human resource terms, to staff the proposed redistribution of roles and accountabilities • The Reform Coordination Unit's frame of reference is the Commissioner's A1 Reform Priorities, which do not address the key themes developed in the Royal Commission recommendations	• Accountability for reform has been directly placed with a member of CET, the A/Executive Director of Organisational Policy and Development Directorate. This is a positive step by the Service and shows commitment to the implementation of reform as understood by the Royal Commission • The Service, while referring to phases of reform, has yet to formally evaluate its progress in earlier reform phases • Clear and consistent messages in support of reform are not being communicated. Staff believe they have a job to do and generally regard reform as an issue for head office.	• The Executive needs to play a stronger role in ongoing monitoring of the participation, commitment and engagement with the Leadership Development Program in individual Commands • The Command Management Framework has not had the benefit of full debate and input into decision-making by the CET. • The CET needs access to consistent and comparable reporting on the practice of the CMF in Commands to be satisfied that the new self-assessment process is managing risk. • The CET has not given its attention to a comprehensive drive to build capability and accountability organisation-wide for longer-term management of the Employee Management and other reform processes. • NSW Police has not developed an internal communication strategy to the level or of a type to achieve behavioural change • There was no evidence of formal feedback channels expected in an organisation the size of NSW Police. As a result no data is available on the

KEY RESULT AREAS	QSARP YEAR 1	QSARP YEAR 2	QSARP YEAR 3
			connection between communications and staff behaviour. • NSW Police has engaged Australian Pacific Projects to assist with the planning and implementation of reform. • Transformational change will only result if fundamental reform outcomes are pursued persistently over the long term.

Chapter Four - The post-QSARP Reform Process in NSW Police

4.1   The PIC response to the Year Three QSARP report noted the following activities occurring in NSW Police that reassured them that despite the QSARP's mainly negative findings, NSW Police were taking action to ensure reform continued. These positive signs included:

- detailed research on the nature of the reform needed within NSW Police;

- securing external expertise to plan the reform process;

- completion of detailed reform planning;

- implementation of a project management framework for reform;

- assigning CET members direct responsibility for reform initiatives rather than a single CET members with responsibility for all reform; and

- establishing a reform office to manage reform in NSW Police.[82]

4.2   Given PIC's belief this indicated significant reform in NSW Police, this chapter will examine each of these actions, including their current status.

4.3   <u>Detailed research on the nature of reform needed within NSW Police</u>
During the Sixth General Meeting with the Police Integrity Commission on 16 May 2002 the Commission gave evidence to the Joint Parliamentary Committee that NSW Police had actively scoped out the kind of reform that was necessary following on from the final QSARP report. The Commission also stated that NSW Police had developed a framework to identify necessary activities and to prioritise those activities. Outside expertise had been sought by NSW Police, and Australian Pacific Projects (APP) had developed a plan of reform activity in NSW Police for the next three years. The plan described the skills and knowledge needed for the reform plan. It also looked at cost, risk management and implementation. The Commission gave evidence that there would be "extensive qualitative indicators of how they [NSW Police] are going to measure their own progress".[83]

4.4   At the Seventh General Meeting with the Police Integrity Commission on 25 November 2003, the Commission gave evidence that Australian Pacific Projects had concluded their project with NSW Police and the outcomes included:

- implementation of the NSW Police Project Management Framework;

- piloting of the methodology during the reduction of NSW Police Regions from 11 to 5;

- development of the NSW Police reform plan *Change Strategy 2003-2006*[84]

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[82]   ibid.
[83]   *Report on the Sixth General Meeting with the Commissioner for the Police Integrity Commission*, June 2002, p.51.
[84]   *Report on the Seventh General Meeting with the Commissioner for the Police Integrity Commission*, December 2003, pp.36–37.

4.5   Securing external expertise to plan the reform process
        NSW Police engaged external consultants to assist with planning the post-QSARP phase of the reform process. On 10 September 2001, NSW Police called for tenders for a project titled 'Progression of Reform within the New South Wales Police Service'.[85] This document specified a number of project stages and constituent activities including:

- providing a detailed plan for a three year reform program to be endorsed by the CET by 28 January 2002. The plan was to include consultation with internal stakeholders, preparation of a series of project briefs, preparation of a project plan incorporating all change activities and a communication strategy.[86]

- collaborating with the Service to integrate and implement existing and proposed systems, processes and practices to manage the plan, for endorsement by the CET by 29 March 2002. This included conducting pilot implementation and evaluation of the system and developing infrastructure to enable the Service to manage the program plan.[87]

- delivering improvements to operational policing services at the Local Area Command level by providing support for leadership in the devolved structure of the organisation by 30 June 2002.[88]

4.6   This tender was won by Australian Pacific Projects – specifically their subcontractors St James Ethics Centre, Marlowe Hampshire and Change Works.[89]

4.7   NSW Police also seconded Dr Margaret Mitchell from the Australian Graduate School of Policing, Charles Sturt University, to assist in writing and implementing the post-QSARP reform plan.[90] Dr Mitchell is the author of the *Police Service Weekly* '5 Years of Reform' special edition.[91] See Chapter Two for an overview of this publication.

4.8   '5 Years of Reform', published in December 2001, provided more details on of the Service's collaboration with an external contractor to assist with managing change in priority areas. It stated that four priority areas were developed to translate Appendix 31 into an integrated reform plan and to consolidate the reform achievements to date. These areas were:

- developing leaders;

- changing the work culture and strengthening integrity

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[85]   *Progression of Reform within the New South Wales Police Service*, tender document issued 10 September 2001.
[86]   ibid, p.32-33
[87]   ibid, p.34
[88]   ibid, p.36
[89]   Sixth General Meeting with the Commissioner for the Police Integrity Commission, June 2002, p 6.
[90]   Mitchell, M. 2005. *Models of Leadership and Management in Fitzgerald, Wood and Kennedy*, an unpublished conference paper presented at the Crime, Community and the State Australia and New Zealand Society of Criminology 18th Annual Conference, Wellington, New Zealand, 9-11th February 2005.
[91]   *Police Service Weekly* '5 Years of Reform', December 2001.

- ensuring proper support for the front line through the devolved structure of the organisation; and

- improving people management.[92]

4.9   Priority Reform Area: Leadership
        This reform area focused on ensuring a well developed pool of leaders was available for NSW Police. It aimed to enhance strategic leadership, develop leadership principles and behaviours and embed leadership principles and behaviours.[93]

4.10   To achieve this end, a number of programs and initiatives were put in place. These included the Leadership Development Program, which was designed to develop officers with leadership potential at all levels of the Service. It also included:

- Operations and Crime Reviews, an intelligence driven problems solving forum focused on crime reduction;

- Business Planning, with the aim of developing strategic managers and to be operated through the region commanders; and

- Corporate Governance by the Corporate Governance Panel, to improve corporate performance and accountability on priority issues.[94]

4.11   Priority Reform Area: Culture Changes and Integrity Strengthening
        This reform area focused on changing the culture of the Service. It aimed to embed the desired culture, strengthen corruption resistance and improve the management of complaints. It included:

- Employee Management, a day to day support for the management of performance and conduct to create a workplace in which people are motivated and feel supported;

- Information and Intelligence Centre, providing frontline police with professional standards for intelligence practices;

- Crime Management Support Unit, facilitating the integration of all aspects of the Integrated Crime Management Model;

- Command Management Framework, a self-audit mechanism to help manage operational, financial and regulatory risks;

- drug and alcohol testing, to facilitate the health, safety and welfare of all Service employees and to enhance the safety of members of the general community; and

- the NSW Police Service Employee and Employer Responsibilities list and the Statement of Values also appear in this Priority Reform Area.[95]

4.12   Priority Reform Area: Support for the devolved structure
        This reform area related to the then Commissioner's commitment to the NSW Police Service core business as crime reduction and the most ethical and cost-effective ways this could be achieved. It aimed to enhance strategic support for Field and

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[92]   Ibid, p.22.
[93]   ibid, p.26.
[94]   ibid, pp.26-27.
[95]   ibid, pp.28-29.

Specialist Commands and enhance ethical, cost-effective crime reduction and improved public safety. It included:

- integrated Crime Management, to provide information and intelligence to support frontline operations and provide staff at the local area and other commands with an integrated and holistic approach to dealing with crime;

- technological advances, including COPS enhancements, mobile data terminals, digital communications, the Police Assistance Line, c@ts.i, digitisation of crime suspects, GIS mapping and Hydra/Minvera major incident management and investigation simulation;

- Information and Intelligence Centre, to provide information and predictive intelligence, with the responsibility for crime information systems and the provision of access to specialist databases from other agencies;

- forensic developments, including the DNA database, Crimtrac (national criminal records database), Livescan (inkless fingerprinting), satellite forensic laboratories, and the Integrated Ballistics Identification System;

- education and training, including the Constable Development Program, the Leadership Development Program, the Duty Officer Development Program and Hydra and Minerva; and

- support for devolved management, including Employee Management Benchmarking, the Risk Based Complaints Management Tool, Operations and Crime Reviews and the Command Management Framework.[96]

4.13 Priority Reform Area: People Management Practices
This reform area focused on leadership and management, career development, industrial reform and civilianisation. It aimed to integrate human resource systems and plan future human resource needs. [97] No specific examples of initiatives and programs were offered.

4.14 Completion of detailed reform planning
The NSW Police Project Management Framework and the *Progression of Reform of NSW Police – Strategic Plan for Change 2002-2004*, were developed by APP following QSARP. In September 2002 the CET agreed to the principle of individual CET members sponsoring each of the key reform areas so as to maintain a strategic focus on the plan. In the following September, in consideration of the widespread applicability of the approach, the CET approved changing the Strategic Plan's name to *Corporate Strategy*, its incorporation into the corporate planning process and endorsed the role of the Implementation Advisory Group[98] in monitoring its implementation.[99]

4.15 Advice from NSW Police noted that:

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[96] ibid, p.30.
[97] ibid.
[98] Note – the Implementation Advisory Group was devolved in March 2004, correspondence from the Minister for Police, 5 June 2006, Attachment 1, p.ii. This correspondence can be found at Appendix Seven.
[99] Correspondence from the Minister for Police, 5 June 2006, Attachment 1, p.ii

the specific projects and milestones in the original *Strategic Plan* were based on the assumption that government would make available appropriate resourcing for implementation. The absence of such funding directly impacted on how projects were to be executed, and the overall rate of progress. Various Ministerial inquiries impacted on projects in the change area of People Management.[100]

4.16   Part of the original plan produced by NSW Police and APP was an annual report of the progress of NSW Police in achieving change in terms of particular milestones and outcome measures. The first annual report for 2002-2003 (presented September 2003) showed reform foundations had been laid, particularly in terms of sponsorship of key Reform Areas by CET members, but that without specific funding progress would be limited and timelines might not be achieved. The second report, 2003–2004 (presented in February 2005), noted that there had been changes amongst the projects themselves, with a number being combined and renegotiated to better meet current priorities within resource constraints and changes in CET membership and associated reform sponsorship roles.[101]

4.17   The third annual report (see attachments to correspondence at Appendix Seven) states that since the original plan was devised, NSW Police has undergone considerable change in terms of policing priorities, membership of the CET and the organisation more broadly including structure, systems, work practices and processes and the adoption of new science and technology. These changes have produced a different organisation to that envisioned by the Wood Royal Commission and that reviewed by the QSARP. As such, the third annual report considers that the viability of the *Strategy* as a useful tool is questionable.[102]

4.18   The third annual report included an evaluation criteria, consisting of three questions:

> Do the indicators provide adequate evidence that NSWP is progressing towards the vision?

> Has the environment in which NSWP is operating changed to such an extent that the areas where progress is measured should be changed?

> Are each of the indicators still valid or has our learning identified new, more relevant/focussed indicators?[103]

4.19   In response to the first evaluation question, the report notes that "systems are not available to produce definitive data showing progression"[104] and states that this question must be considered in the context that NSW Police is an organisation which is constantly evolving to meet government, community and personnel needs and expectations, and as such some of the indicators may no longer be useful or appropriate. A number of the specified milestones were to be based on data from organisation-wide internal surveys about culture and leadership, which were not conducted. The table below shows the overall progress in three of the four key

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[100]   ibid, p.iii.
[101]   ibid.
[102]   ibid.
[103]   ibid, pp.iv-v.
[104]   ibid, p.iv.

change areas.[105] From the documentation provided, it is unclear what happened to the fourth key change area – people management practices.

KEY CHANGE AREA	Milestones		Outcomes	
	Planned	Achieved	Planned	Achieved
CORRUPTION RESISTANCE	6	4	4	3
LEADERSHIP	1	0	1	0
ORGANISATIONAL EXCELLENCE	3	2	1	0

4.20   In response to evaluation question two – regarding the impact of the changing environment meaning that the areas where reform progress was measured needed to be changed, the third annual report was clear in stating that this is the case. It particularly noted that:

> The external environment has different priorities – from a societal and policing view. Anti-terrorism and national security have assumed major importance, recreational drug use is increasingly accepted, unemployment levels are low, high volume crime is trending downwards, introduction and adoption rates for new technology, particularly communication formats, are increasing (i-pods, plasma televisions, incidence of home computers/broadband etc), work patterns and family structures are changing.[106]

4.21   Further, since the Wood Royal Commission, which stated that it would take a generation for NSW Police to meet the required standards, 35% of current NSW Police personnel have less than five years service and nearly 60% of total personnel have less than ten years service. This means that the bulk of NSW Police were not employed at the time of the Wood Royal Commission. The report further notes that there was a 50% turn over at the Executive level of NSW Police in 2004, which impacted on sponsorship of and involvement with Key Change Areas.[107]

4.22   The third annual report stated that NSW Police had transformed to meet changing government and societal expectations. Evidence of this included:

- improved relations with oversight bodies such as the Police Integrity Commission, the Ombudsman and the Audit Office;

- improved relations with government agencies such as Treasury;

- improved relations with the community through the Police Accountability Community Teams (PACT)[108]; and

- maintaining and developing relations with policing bodies in the USA, UK, and Asia, particular regarding counter-terrorism and consequence management.[109]

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[105]   ibid.
[106]   ibid, p.v.
[107]   ibid.
[108]   For more information on PACT see http://www.police.nsw.gov.au/community_issues/pact
[109]   Correspondence from the Minister for Police, 5 June 2006, Attachment 1, p.v

4.23   Further, there had been major positive changes to NSW Police working conditions which had impacted on the environment in which NSW Police operated. These included:

- salary increases;

- Death and Disability Superannuation Scheme;

- increased number of part time policing positions;

- more women in sworn policing positions;

- increased focus on OH&S, including rehabilitation processes, a psychological support scheme for personnel in high risk commands, and a new Police Headquarters building including a crèche; and

- performance management including a HR trial of a Career Management Scheme and the establishment of a Commissioner's Inspectorate to oversee and report on business unit performance.[110]

4.24   The third indicator addressed by the Annual Progress Report concerned the validity of the first two indicators and whether there were new, more relevant or focussed indicators of change. The report noted that apart from the internal culture and leadership surveys, projects in each of the four key change areas had been completed and results integrated into ongoing practice. Furthermore, indicators were continually being developed and updated across the organisation to appropriately monitor performance at the individual, business unit and corporate levels.[111]

4.25   The Annual Progress Report concluded with two recommendations: that CET endorse the Year 3 report on the *Corporate Strategy* and that CET agree that this was the final report in the series *Progression of Reform of NSW Police*.[112]

4.26   Implementation of a project management framework for reform
During the Seventh General Meeting with the Police Integrity Commission, evidence was given that the outcomes of the detailed reform planning project were:

- implementation of the NSW Police Project Management Framework; and

- piloting of the methodology during the reduction of NSW Police Regions from 11 to 5.

4.27   NSW Police has advised in correspondence to the Committee that the NSW Police Management Framework (known as the Project Management System or PMS) has been implemented and provides the basis for numerous projects conducted by NSW Police. The Project Management System is available via the NSW Police intranet to all police personnel, and has also been provided to other Australian policing jurisdictions. It is the standard project management tool for NSW Police. Individual project outcomes and objectives can be managed by selecting various components

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[110]   ibid.
[111]   ibid.
[112]   ibid.

of the PMS. Advice from NSW Police noted that "a formal holistic evaluation of the framework has not occurred to date."[113]

4.28   Assigning CET members direct responsibility for reform initiatives
The NSW Police Annual Report 2003–2004 notes one of the principle duties of the CET is to oversight reform of NSW Police.[114] In the 2004–2005 Annual Report, this is no longer one of CET's duties. Correspondence from the Minister for Police states that individual members of CET are no longer sponsors for key change areas because all projects have been completed, and where appropriate the results have been incorporated into management practice. The feedback mechanisms to CET were not revealed by the correspondence, other than noting that "CET members were aware of good management practice and incorporated it into their commands."[115]

4.29   Establishing a reform office
The PIC Annual Report 2002–2003 noted that at the end of the QSARP process, NSW Police had established a reform office.[116]

4.30   The NSW Police Annual Report 2003–2004 noted that the Implementation Advisory Group checked the implementation of the NSW Police Change Strategy 2003–2006 and other related projects and initiatives on behalf of the CET. It further noted that the Implementation Advisory Group was disbanded in February 2004 following a restructure of the CET support processes.[117] There was no indication if the duties performed by the Implementation Advisory Group were assumed by another body within NSW Police.

4.31   The NSW Police Annual Report for 2004–2005 contained no mention of a body that was responsible for implementation and monitoring of the *Change Strategy 2003–2006*. Correspondence from the Minister for Police notes that as the projects within the *Change Strategy 2003-2006* were completed, and responsibilities devolved to individual commands, the Implementation Advisory Group was disbanded, and that a final report on the projects in the *Change Strategy* has been prepared for presentation to CET in the second quarter of 2006.[118]

4.32   NSW Police Corporate Plan 2004–2007
A number of documents have outlined the reform plan for NSW Police following the end of the QSARP. The first plan was *Change Strategy 2003-2006*. This was superseded by the *Strategic Plan for Change 2002-2004*. This in turn was replaced by the *NSW Police Corporate Plan 2004-2007* (see Appendix Eight).

4.33   The Corporate Plan is a comprehensive document outlining the environment in which NSW Police operates, its values, responsibilities, statement of service and the results it expects to achieve. In particular the plan outlines four key change areas. These are:

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[113]   Correspondence from the Minister for Police, 5 June 2006.
[114]   *New South Wales Police Annual Report 2003–2004*, p.8.
[115]   Correspondence from the Minister for Police, 5 June 2006.
[116]   *Police Integrity Commission Annual Report 2002–2003*, p.32
[117]   *New South Wales Police Annual Report 2003–2004*, p.16
[118]   Correspondence from the Minister for Police, 5 June 2006.

- Leadership: ensuring leaders consistently make strategic decisions, solve problems, manage people well and understand the needs of Government and the community.

- Culture change and integrity: ensuring that staff operate internally and externally in a way that reflects and demonstrates commitment to the values of a changed NSW Police. These values include professionalism, integrity, competence, respect for the individual, teamwork, effective use of information and accountability to Government and community.

- People management: ensuring that NSW Police is recruiting and selecting the right people for the needs of the future, and fully utilising and developing the talents of the people it already has. In addition NSW Police should reinforce the value of the individual in the organisation and create a work environment with high morale, motivation and performance.

- Devolved structure: ensuring that systems, processes and structures are aligned and integrated to support good management and "best practice" in both operational and support areas.[119]

4.34   The Corporate Plan outlines a number of projects in these four key change areas. These projects are outlined in the table below.[120]

KEY CHANGE AREA	PROJECTS
Leadership	- Review of CET functions and processes - CET performance and accountability - Establishment of a program management office - Reform measures - Leadership definition - Leadership implementation - Program Management Office
Culture change and integrity	- Culture definition - Culture implementation - Corruption resistance - Knowledge management
People management	- Complaints management project - Promotions system - Recruitment and retention - Job stream responsibilities - Performance management system - Human resources plan - Resource allocation - Succession planning - Long term sick
Devolved structure	- Process review - Police community partnerships

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[119]   New South Wales Police Corporate Plan 2004–2007 – *People Achieving Results*, p.17.
[120]   ibid, p.17-18

4.35   The Corporate Plan states that a changed or reformed NSW Police will clearly display characteristics of corruption resistance, leadership, and a working culture that is striving for organisational excellence. In terms of these four areas, a number of conditions are outlined as indicators of their achievement. These are outlined below.

4.36   NSW Police will have achieved a culture that is resistant to corruption when it has created an environment where staff are not tempted to pursue corrupt activities. This will occur when:

- staff feel valued;

- staff are appropriately rewarded;

- there is transparency of performance activities;

- leaders actively model desired behaviours;

- human resource system components (eg recruitment and retention, performance management etc) are aligned to the values of a corruption-resistant organisation, including complaints handling, promotions and succession planning; and

- robust and constructive relationships are developed with external oversight bodies.[121]

4.37   NSW Police will have achieved a good leadership and work culture when it clearly displays it is an organisation where:

- innovation and contribution is encouraged and recognised at all levels, regardless of rank and structure;

- CET and senior management actively drive the Change Strategy; and

- CET, Region Commanders, Local Area Commanders and Duty Officers are accountable for, and model defined leadership qualities, including trust and respect, transparency and mentoring.[122]

4.38   In terms of organisational excellence, NSW Police will be able to clearly display positive changes when there are the following features in its operational environment:

- clearly understood, accepted and monitored responsibilities at all levels;

- quality project management infrastructure to manage change and ensure change is effective;

- effective teamwork;

- exchange of information and knowledge at all levels; and

- clearly displayed leadership.[123]

4.39   The Corporate Plan notes that NSW Police has made significant progress towards reform over the years, but that progress has not been measured. However NSW

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[121] ibid, p.18.
[122] ibid.
[123] ibid, pp.18-19.

Police plans to assess and demonstrate how it is performing. The measures for change are outlined in the table below.[124]

CHANGE PERFORMANCE MEASURES	MILESTONE MEASURES	OUTCOME MEASURES
Corruption resistance	• Change plan reviewed, agreed to, resourced and signed off by CET (annual activity) • Organisation-wide culture and leadership surveys • Transparent performance reporting and performance management systems in place and operational • Scheduled achievement of complaints handling, promotions, succession planning and performance management projects (these help create an environment where corruption resistance is possible)	• From staff survey: extent to which staff feel valued by the organisation • Complaints trends (indirect measure) • Sick leave/absentee trends (indirect measure)

Leadership and working culture	• Adequate completion of culture and leadership projects from Change Strategy 20004 – 2007	• Quantitative measures from staff survey which will show whether:
		  ➢ Staff are aware of the need for change
		  ➢ Staff accept the need for change
		  ➢ Managers model behaviours that promote corruption resistance
		  ➢ Staff believe their views and perspectives are listened to and addressed

Organisational excellence	• A reform program management office in operation • Achievement of Commissioner's Performance Agreement • Achievement of change plan	• Staff satisfaction with the performance management system

4.40   The Corporate Plan states that the CET will regularly review performance against these measures.[125]

4.41   <u>The role of the Cabinet Committee on Police Reform</u>
With the publication of the third and final QSARP report, the Police Integrity Commission's formal oversight of police reform ended. The PIC reported to the Committee in Questions on Notice for the Seventh General Meeting in November 2003 that dialogue with the Police Minister's office indicated that the Minister was referring oversight of police reform to the Cabinet Committee on Police Reform, chaired by the Premier.[126]

4.42   The Cabinet Committee on Police Reform was set up following the Wood Royal Commission to oversight implementation of reform in NSW Police. It is listed in every Cabinet Office Annual Report from 1999-2000 to date, with the exception of

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[124]   ibid, pp.19-20.
[125]   ibid, p.20.
[126]   *Report of the Seventh General Meeting with the Police Integrity Commission*, December 2003, p.36.

2002-2003. Mr Roger Wilkins, Director General of The Cabinet Office, gave evidence to the Committee that the Cabinet Committee on Police Reform did not meet after 2002.[127]

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[127]   See the Transcript of Evidence taken from Roger Bruce Wilkins, Wednesday 14 June 2006, Appendix One.

Chapter Five - A Reformed NSW Police?

5.1 On the basis of the documentation examined, reform in NSW Police has been a process fundamentally shaped by both the organisation and its will to reform, as well as the broader political environment in which reform took place. The idealistic approach embodied in the QSARP was considerably eroded by change in reform priorities by then Police Commissioner Mr Peter Ryan. Considerable staff turnover at an executive and Ministerial level inevitably blurred the focus on reform.

5.2 Other factors beyond the control of NSW Police also impacted on the progress of reform. Compulsory budget savings required by Treasury across the public sector inevitably impacted on reform plans, where savings could be made by not embarking on planned projects or filling vacant positions. Declining will to ensure that reform occurred in NSW Police can easily be traced through progressive Ministerial press releases. It is notable that for the final and most critical of all the QSARP reports, the press release indicates the Minister's disagreement with the QSARP finding that NSW Police had focused on crime fighting rather than reform. Similarly, referring oversight of the post-QSARP reform process in 2003[128] to a Cabinet Committee that had ceased to meet after 2002[129] sends a clear signal of the relative profile of reform of NSW Police as a policy issue. In fact, it appears that the focus on political reform at the Cabinet level dissipated after it was considered that the recommendations of the Wood Royal Commission were regarded as being implemented:

> It was simply a decision, I suppose taken by the fact that it was not seen necessary for it [the Cabinet Committee on Police Reform] to meet any longer. The continuing issues around the Wood Royal Commission were picked by other manifestations of Cabinet. There was a budget committee, a services and provisions committee of Cabinet that meets and looks at things like performance arrangements, for example strategic plans, and it probably looked at the police strategic plan, something that came out of the whole QSARP thing. In that context, I guess you could say it had run its course.[130]

5.3 The level of confusion associated with the reform program by NSW Police from the beginning of the QSARP is clear. In part this probably stems from QSARP beginning almost three years after Wood handed down his final report, and almost three years into Peter Ryan's tenure as Police Commissioner. Early on there seems to have been a concerted attempt made by NSW Police to match the far-reaching reform agenda of the Wood Royal Commission as measured by QSARP, and the Police Commissioner's more pragmatic and expedient reform agenda of cost-effective, ethical crime reduction. The very first QSARP report noted the divergence of these two reform programs and noted that:

> In the course of our audit, our requests for information were frequently met with the suggestion that we were "on the wrong track" and that Appendix 31 and the 10 Key Reform Areas were not the focus of the Service.[131]

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[128] Correspondence from the Commissioner of the PIC, 1 September 2006.
[129] Evidence taken from Roger B Wilkins, Director General, The Cabinet Office, 14 June 2006.
[130] Ibid.
[131] QSARP Report for Year 1 (March 1999-March 2000). p.207.

5.4   The problem with the then Commissioner's reform agenda was that the traditional model of reform, crime fighting, is dependent for success on factors beyond the control of police. A noted commentator on police reform has pointed to the significance of crime control in the development of twentieth century policing and to the tragic irony that police chose to judge themselves, and be judged by others, according to criteria that they cannot control. While police can never be in control of crime, their attempt to be so makes it impossible for them to reach what would otherwise have been different and achievable goals.[132]

5.5   The QSARP Year One Report noted that while crime fighting is a critical indicator of police performance, the long-term sustainability of the Service as a high performance organisation requires a concurrent emphasis on the reform process to build a corruption-resistant Service. Without this, the short-term benefits derived from crime fighting would likely plateau.[133]

5.6   The QSARP Year Two Report, while noting a number of promising new reform initiatives, stated that the Service needed to give serious attention to the factors contributing to its lack of reform progress, and that the real obstacles to reform were the same has they had been the previous year.[134] In particular, the QSARP Year Two stated that for reform to implemented in a coordinated manner which results in embedded change, the Service needed to:

- develop an overarching plan for reform that was endorsed and owned by the CET;

- implement a CET initiative to secure the required budget and resources and to manage the cross-functional relationships which the QSARP report had identified as key to implementing reform; and

- focus on two or three key initiatives to achieve sustainable results.[135]

5.7   Of particular concern was the finding by the QSARP Year Two Report that "we have not seen the CET as a whole <u>leading and embracing</u> the management of transformational change organisation-wide"[136] (emphasis in original). Given the gravity of these concerns, it is significant that the QSARP Year Two Report is generally perceived as the most encouraging of the QSARP Reports.

5.8   The QSARP Year Three Report, released two days before Christmas 2002, harks back to the findings of the QSARP Year One Report. The theme of ongoing confusion about the reform program is echoed in its findings that continual change, rather than reform, was occurring in NSW Police. It particularly noted that

> The change we have seen in the course of the Audit has been consistent with an operational policing model, which requires short-term, quickly taken, best available decisions in response to a threat.[137]

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[132]   Peter Manning, 1977, quoted by D.Dixon. 2001. 'A Transformed Organisation'? The NSW Police Service Since the Royal Commission. *Current Issues in Criminal Justice* **13**(2): 203-218, p.214.
[133]   QSARP Report for Year 1 p.i
[134]   QSARP Report for Year 2 (July 2000 – June 2001), p.252.
[135]   ibid, p.250.
[136]   ibid.
[137]   QSARP Report for Year 3 (July 2001 – June 2002), p.iii.

5.9   More baldly, the QSARP Year Three Report stated that "the early progress in most of the reform projects had failed to move to a state of more mature practice" and that the "main factor contributing to stalled progress was the failure of the [NSW Police] Executive to manage reform strategically, ensuring integration and monitoring of accountability for agreed reform outcomes".[138]

5.10   The confusion that characterised the reform process measured by the QSARP lingered into the post-QSARP period. The rapid movement from one plan to the next, often before the time frame of the first plan had expired or evaluation of the success of the plan had occurred, is notable. For example, the reform plan developed by APP (which arose from a PIC recommendation that external experts be engaged to develop a Service-wide plan), was called *Progression of Reform in NSW Police – Strategic Plan for Change 2002–2004*.[139] The CET endorsed this plan in September 2002. In November 2003, the Commissioner of the PIC advised the Committee that NSW Police had developed a reform plan called the *Change Strategy 2003–2006*.[140]

5.11   Meanwhile, in September 2003 the CET incorporated the *Progression of Reform in NSW Police – Strategic Plan for Change 2002–2004* into the Service's corporate planning process and thus changed the *Progression of Reform in NSW Police – Strategic Plan for Change 2002–2004* to the *Corporate Strategy*. The reform plan then became incorporated, not unreasonably, into the *NSW Police Corporate Plan 2004–2007 – People Achieving Results*.[141]

5.12   While the Committee is not in the position to determine the best form or name for a plan or strategy for change for a large organisation with complex requirements such as NSW Police, it considers that the evolution from strategic plan to change strategy to corporate plan cannot have sent consistent messages of required change to those people responsible for implementation of change.

5.13   The Committee asked NSW Police a number of questions on notice regarding the progress of reform in NSW Police following the end of the QSARP. The PIC had noted the implementation of the NSW Police Project Management Framework as part of the reform-related activity that had occurred at the end of the QSARP and the Committee was particularly interested in the status of this initiative. NSW Police advised that the Project Management Framework, known as the Project Management System (PMS) has been implemented and is the standard project management tool used by NSW Police. It can be tailored to specific outcomes and objectives. The PMS has also been provided to other Australian policing jurisdictions.[142] However, the system has not undergone any "formal holistic evaluation", although NSW Police noted the supportive feedback from project sponsors, project managers and project team members.[143]

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[138]   ibid, p.ii.
[139]   Correspondence from the Minister for Police, 5 June 2006, Attachment 1, p.II. See Appendix Seven.
[140]   *Seventh General Meeting with the Commissioner for the Police Integrity Commission*, December 2003, pp.36-37.
[141]   Correspondence from the Minister for Police, 5 June 2006.
[142]   Correspondence from the Minister for Police, 5 June 2006, response to questions 1 to 4.
[143]   Correspondence from the Minister for Police, 5 June 2006, response to question 10.

5.14   The Committee is pleased to see that one of the projects thought to be particularly important by the PIC has become embedded into police practice. However it would seem that to be sure the PMS was functioning to its full potential and given its universal use in NSW Police, some form evaluation beyond anecdotal feedback would be desirable.

5.15   There are two significant features of post-QSARP reform documents. One is the change in the language used to discuss reform. In the NSW Police Corporate Plan 2004-2007, the word "reform" has been replaced by "organisational change". For example:

> NSW Police has undergone considerable change since the conclusion of the Wood Royal Commission in 1995144 [sic]. The change component of our overall corporate strategy will ensure that the change process is clearly defined, managed and monitored.145

5.16   The other feature of the post-QSARP reform documents is the lists of performance indicators. For example the NSW Police Corporate Plan 2004–2007 discusses NSW Police key performance measures for the organisation as a whole. (Interestingly, NSW Police have chosen two key performance measures that they have limited control over – crime trends and trends in road fatalities and injury crashes.) In relation to the four Key Change Areas outlined in the Corporate Plan, lists of milestone measures and outcome measures are provided. Some of these measures are to be achieved through organisation-wide surveys to assess culture, leadership and various opinions of staff. The Corporate Plan notes that the CET will regularly review performance against the identified measures.[146]

5.17   The Committee is most interested in outcomes of the post-QSARP change projects in NSW Police. As some of these projects conclude in 2007, particularly the culture and leadership projects, the Committee intends to follow up these outcomes with NSW Police. The Committee is also interested in how the CET intends to review performance against the change performance measures outlined in the Corporate Plan.

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[144]   The Wood Royal Commission handed down its final report in 1997.
[145]   New South Wales Police Corporate Plan 2004-2007 *People Achieving Results*, p.16.
[146]   ibid, p.19

Appendices

Appendix One – Transcript of Proceedings

REPORT OF PROCEEDINGS BEFORE

COMMITTEE ON THE OFFICE OF THE OMBUDSMAN AND THE POLICE INTEGRITY COMMISSION

INQUIRY INTO NEW SOUTH WALES POLICE COUNTERTERRORISM AND OTHER POWERS

———

At Sydney on Wednesday 14 June 2006

———

The Committee met at 2.00 p.m.

———

PRESENT

Mr P. G. Lynch (Chair)

Legislative Council	Legislative Assembly
The Hon. J. C. Burnswoods	Mr S. J. Chaytor
The Hon. D. Clarke	Mr G. Corrigan

.....

ROGER BRUCE WILKINS, Director-General, The Cabinet Office, Level 39, Governor Macquarie Tower, 1 Farrer Place, Sydney, affirmed and examined:

CHAIR: In what capacity are you appearing before the Committee?

Mr WILKINS: As a witness, Mr Chairman.

CHAIR: As director-general?

Mr WILKINS: Yes.

CHAIR: Thank you for coming today. The purpose of your being here today is to provide some evidence for the Committee's inquiry into the results of the qualitative and strategic audit reform process [QSARP]. The reason we wanted you to come today, Mr Wilkins, is that we are trying to sort out an issue which has arisen and revolves around a claim of Cabinet confidentiality over some information that the Committee seeks for its inquiry. The first thing I am interested in knowing is that we sent a letter to the Premier on 6 November last year seeking some information. J. L. Schmidt, I think the name was, acting director-general, replied four months later in a letter dated 20 March. He advised that the information we sought would not be provided and that was on the basis of Cabinet confidentiality. First of all, I would have thought that the usual convention would have been for the Minister to make the claim, rather than an acting director-general. Is there any particular reason it was not the Minister making the claim?

Mr WILKINS: I have no knowledge of that, Mr Chairman. I mean, quite often the Cabinet Secretary would make a response that goes to Cabinet confidentiality or Cabinet convention. I myself have written letters, I do not know whether to committees of this House but certainly affidavits to courts et cetera, rather than Ministers where it involves questions of Cabinet confidentiality. You will appreciate that in some cases they relate to documents that are not necessarily the documents of the current government, so there is a type of responsibility for all Cabinet documentation. That might explain why. I mean, it is not in my view a major issue if the Minister writes or the Cabinet Secretary writes. I do not know exactly how that was decided in this case.

CHAIR: How often did the Cabinet subcommittee on police reform meet between December 2002 and mid-December 2005?

Mr WILKINS: I will just consult my notes. The Cabinet committee on police reform did not meet after 2002.

CHAIR: I do not think we have any more questions. That is the end of what we needed to know.

Mr WILKINS: Okay.

CHAIR: Thank you.

The Hon. JAN BURNSWOODS: Do you want to ask question No. 5—if the subcommittee has been disbanded, when did it cease meeting, and why?

Mr WILKINS: When was it disbanded, and why?

The Hon. JAN BURNSWOODS: I assume that if it did not meet it must have been disbanded.

Mr WILKINS: I might say a little bit to expand on that. What did in fact happen—it is very unusual to set up a committee for the one portfolio. For example, we do not have a Cabinet committee on health. We do not have one on the Department of Community Services. We do not have one on the Attorney General's Department. This was a committee set up specifically to look at the Wood Royal Commission because of the enormous importance and profile of that. By December 2002 most of the recommendations of the Royal Commission were capable of being dealt with by the normal institutional means— either through other Cabinet committees, through the Minister and through the Ministry for Police, through normal Cabinet Office and Treasury-type institutional arrangements.

Mostly I guess there was a decision made. I do not know that there was a deliberate decision to say, "No, we're not meeting any more." It simply was a decision, I suppose taken by the fact that it was not seen necessary for it to meet any longer. The continuing issues around the Wood Royal Commission were picked up by other manifestations of Cabinet. There was a Budget committee, and a Service Provision and Financial Management committee of Cabinet that meets and looks at things like performance arrangements, for example strategic plans, and it probably looked at the police strategic plan, something that came out of the whole QSARP thing. In that context, I guess you would say that it had run its course. Some people might disagree with the proposition that it should have ceased meeting then, but I guess the judgment was that it was not called on to conduct any further business and things went off to other places.

The Hon. DAVID CLARKE: Was that your judgment?

Mr WILKINS: Was it my judgment?

The Hon. DAVID CLARKE: Was it your judgment that it had run its course?

Mr WILKINS: By 2002?

The Hon. DAVID CLARKE: Yes.

Mr WILKINS: Yes, I would agree with that. I think it could be that by then the Premier and the Ministers, the police Minister, had reported to Parliament on the 174 recommendations. A large number of them had been addressed or were being addressed. From then on you would expect that the normal institutional arrangements for running a department effectively and efficiently could be carried out in the normal way. That, I think, was largely the reason. Then when Morris Iemma became Premier he looked, as new Premiers do, at the catalogue of Cabinet committees that were on the books and rationalised them to some extent. At that point he decided to formally disband that committee. It had not

met since 2002, so this was not some sort of radical new decision. It was simply recognising the fact that the committee was not functioning and was not needed any more. That is the context of it, Mr Chairman.

CHAIR: Why did the original letter not say that?

Mr WILKINS: I did not write the original letter. My interpretation is that the acting director general was attempting to defend the conventions of Cabinet, as he saw it. Where you draw the line, what judgments you make, is a delicate issue. I would not say that whether a committee meets is normally a question of Cabinet confidentiality. It can be, you can imagine situations, for example, where that might actually betray issues about national security, (not in the case of the State government), or maybe even send signals to the market about tender processes or things like that. There are situations where this would be a delicate question. I do not think this is one of them.

CHAIR: In that at least you and I concur.

(The witness withdrew)

Appendix Two – Committee Minutes

PARLIAMENT OF NEW SOUTH WALES
COMMITTEE ON THE OFFICE OF THE OMBUDSMAN AND THE POLICE INTEGRITY COMMISSION

Minutes of Proceedings of the Committee on the Office of the Ombudsman and the Police Integrity Commission
Wednesday 25 May 2005, 6:35pm
Room 1043, Parliament House

Members Present
Mr Lynch (Chair), Ms Burnswoods (Vice-Chair), Mr Clarke and Mr Corrigan

Apologies: Ms Hay and Mr Kerr

In attendance: Helen Minnican, Hilary Parker, Pru Sheaves
…

6. Inquiry program
(a) *Proposed inquiry into the PIC and the Qualitative and Strategic Audit of the Reform Process (QSARP)*

Resolved on the motion of Mr Corrigan, seconded by Mr Clarke, that, in accordance with its statutory functions under s.95 of the *Police Integrity Commission Act 1996*, the Committee on the Office of the Ombudsman and the Police Integrity Commission conduct an inquiry into:

  i.   the status of the recommendations made by the Police Integrity Commission (PIC) following each of the Qualitative and Strategic Audit of the Reform Process (QSARP) reports;
  ii. the progress of the post-QSARP reform process, particularly regarding the PIC's evaluation of the QSARP findings and outcomes; and
  iii. any other matter that the Committee considers relevant to the inquiry;

and report to both Houses of Parliament on the inquiry.

….
The Committee adjourned at 7.02pm.

Chairperson   Committee Manager

PARLIAMENT OF NEW SOUTH WALES
COMMITTEE ON THE OFFICE OF THE OMBUDSMAN AND THE POLICE INTEGRITY COMMISSION

Minutes of Proceedings of the Committee on the Office of the Ombudsman and the Police Integrity Commission
Wednesday 14 June 2006 at 2.00pm
Room 814/815, Parliament House

Members Present
Mr Lynch (Chairman), Ms Burnswoods, Mr Chaytor, Mr Clarke, and Mr Corrigan

Apologies
Mr Kerr, Ms Rhiannon

In attendance: Helen Minnican, Hilary Parker

Witnesses present:
Ms Pauline Wright, Mr Robert Toner, Mr Roger Wilkins, Dr Richard Bibby

PUBLIC HEARING: INQUIRY INTO THE SCRUTINY OF NSW POLICE COUNTER-TERRORISM AND OTHER POWERS

….

PUBLIC HEARING: INQUIRY INTO THE RESULTS OF THE QUALITATIVE AND STRATEGIC AUDIT REFORM PROCESS [QSARP]

Mr Roger Bruce Wilkins, Director-General, The Cabinet Office, affirmed. The Chairman, followed by other Members of the Committee, questioned Mr Wilkins.

Questioning concluded, the Chairman thanked the witness and the witness withdrew.
….

The Committee adjourned at 3.55pm until Wednesday 28 June 2006.

Chairman   Committee Manager

OF NEW SOUTH WALES
COMMITTEE ON THE OFFICE OF THE OMBUDSMAN AND THE POLICE INTEGRITY COMMISSION

Minutes of Proceedings of the Committee on the Office of the Ombudsman and the Police Integrity Commission
Wednesday 28 June 2006 at 1 .00pm
Room 814/815, Parliament House

Members Present
Mr Lynch (Chairman), Ms Burnswoods, Mr Clarke, Mr Corrigan and Mr Kerr

Apologies
Mr Chaytor, Ms Rhiannon

In attendance: Helen Minnican, Hilary Parker, Pru Sheaves
....

DELIBERATIVE MEETING

....

2. Business arising
QSARP Inquiry: Following discussion, the Committee agreed that it would seek clarification from the PIC on the source and extent of its earlier advice (previously reported to the Committee at the 7th General Meeting with the PIC in December 2003) that:

> ...the [Police] Minister intends referring the oversight of reform to the Cabinet Subcommittee on Police Reform which is chaired by the Premier...

as evidence from Mr Wilkins, Director-General of Cabinet Office, suggests that the referral of such matters did not take place.
....

The Committee adjourned at 2.54pm until Thursday 24 August 2006.

Chairman   Committee Manager

Appendix Three – Appendix 31

APPENDIX 31

DETAILS OF THE EXTERNAL AUDIT OF THE REFORM PROCESS

KEY REFORM AREA: 1. EFFECTIVE LEADERSHIP AND MANAGEMENT

Reform Context: Leaders in the Service must be capable of making strategic decisions, solving problems, managing people well and understanding the needs of Government and the community. It is important to gauge whether leaders and managers are working with their teams on problems and reforms, sharing information and exercising their delegated authority rather than being constrained to meet or anticipate the demands of superiors.

Core Change: Effective leadership and management are both key to the reform process and the ability of the Service to achieve significant progress within three years. Changes in values, behaviour, skills and personal styles will all play an important part in transformation of the Service from the individual, through teams to the whole organisation and its leadership.

Year 1: Threshold Activities of the Service to Audit
- Development by the Service leadership team (supported by external facilitation) of the key principles for successful leadership within a reformed NSW Police Service.
- Identification of the key of behaviours that underpin effective leadership and management within the Service.
- Validate by comparison with other relevant organisations, using external expertise to assist.
- Development and documentation of a strategy to secure buy-in for these principles
- Design of strategies aimed at entrenching excellence in leadership and management throughout the Service.

Ongoing Activities to Audit
- Integration of new leadership principles into such systems and processes as recruitment, promotion, career progression and performance management.
- Evidence of change of behaviour in leaders and managers to accord with the reform process and the new leadership principles.
- Testing and refinement of overall approach internally.

YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Develop a strategy to test the proposed approach; • Verify leadership and management plans, check key aspects and implementation steps; • Report progress.	• Test levels of delegation; • Review selected pilot sites for team solutions and problem solving techniques; • Test the model for internal assessing the effectiveness of change; • Report progress.	• Continuous testing; • Test links to behaviour changes; • Develop internal benchmarking for individual sites to test changes in leadership and management behaviour; • External benchmarking to assess level of improvement to a best practice model; • Continuous reporting.

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KEY REFORM AREA: 2. CHANGING CULTURE AND VALUES

Reform Context: Signals should begin to emerge revealing changing culture and values. The Service should begin to operate in an open way to serve the citizens of the State with honesty. Progress should also be visible in terms of greater acceptance of diverse ideas and cultures and in replacing an internal culture of fear and control. In this latter respect it is critical that the Service succeed, firstly in the introduction of a new approach under which any disciplinary matters are dealt with in a quick, fair and straightforward managerial way, and secondly, through success in its pilot scheme designed to deal with the vast majority of the complaints of both citizens and staff in a similarly straightforward managerial way.

Core Change: The culture of the NSW Police Service is sufficiently entrenched to resist even modest change. The culture can be mapped and it can and must be changed. This requires focused effort, effective strategies and resolve.

Year 1: Threshold Activities of the Service to Audit
- Identification by the Service leadership team of what sort of culture and values a reformed Police Service should strive for, taking account of the expressed views of the Royal Commission and the community.
- Validate by comparison with other relevant organisations using external expertise to assist.
- Refine this picture through a consultative process.
- Obtain ownership of the need for cultural change throughout the organisation.

Ongoing Activities to Audit
Embedding culture changes in processes and systems such as:
- ideas, innovations, new approaches and procedures;
- leadership and management development;
- performance management;
- promotion, career progression and recruitment;
- testing and refinement of overall approach internally.

YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Verify the plan for culture change; • Agree key areas for testing culture change; • Assess progress in critical areas such as revised complaints handling and disciplinary procedures; • Determine priorities and three year test plan; • Report progress.	• Test the implementation strategy; • Detailed testing at selected pilot sites; • Test the introduction of systems/tools to map and track culture change; • Report progress.	• Continuous testing; • Develop visual reporting framework to show results of testing and progress in achieving culture change; • Develop best practice model within pilot sites and distribute results within the Service; • Test links between culture change and reform agenda priorities; • Report progress.

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KEY REFORM AREA: 3. AN HONEST SERVICE WHICH REPELS CORRUPTION

Reform Context: It is only when ethical leadership and ethical management become hallmarks of an open and ethical organisation that corruption will be effectively and customarily expelled and repelled. If information is sanitised, staff are kept in the dark, mistakes are not acknowledged and rectified and the Service emphasises police numbers rather than police outcomes, then progress in key reforms will not be occurring at an acceptable pace. Increasingly, decisions and actions should visibly be characterised by fairness, mutual respect and care for the rights of citizens and staff, side by side with the changes expected and sought in individual behaviour.

Core Change: This lies at the heart of reform and is closely linked to many other key areas in the reform process. The extent to which this network of interconnected reforms can be reported and progress can be demonstrated will greatly influence the results obtained in this Reform Area.

Year 1: Threshold Activities of the Service to Audit
- Using the values identified for the reformed organisation the Service needs to be able to demonstrate that it has shifted its focus from a culture of blame and punishment for mistakes to one of acknowledging mistakes and fixing problems. The 'discipline' system should have changed in both process and practice to reflect this shift.
- Public accountability also needs to be strengthened as part of the reform agenda, so the Service will need to decide how to engage in effective dialogue with the community, processes of public reporting and the development of a contemporary Police Charter. For example, the Service needs to be much clearer in its dialogue with the community as to what it can achieve with the resources provided, its priorities and how the police - community partnership can be advanced in many areas.
- Introduction of a stakeholder consultative process to develop appropriate measures for public reporting; this rules out describing how the drugs problem has been 'fixed', for example.

Ongoing Activities to Audit
- Verification and validation by audit process of stakeholder consultation and public reporting process.

Assurance Strategy and Development of Audit Process
The overall assurance process over the three years needs to be considered in the light of the proposed development of a Police Charter, the priorities set in the reform agenda, the approach adopted by the Police Integrity Commission and the internal audit and internal affairs functions in the Service. Clearly, however, in year 1 the above activities can be tested in terms of approach and implementation strategies. Such testing should include assessment models developed by the Service to gauge behavioural modification at both the individual and organisation level. The Service should continue testing and refinement of the overall approach over three successive years.

KEY REFORM AREA: 4. EFFECTIVE PLANNING

Reform Context: Effective planning has frequently been absent from the Service. Corporate and major strategic plans should be well understood throughout the Service; they should be able to be made operational at the local level and be able to be illustrated through case studies and examples. Throughout the organisation business plans should be developed to deal with all aspects of the business of policing. The plans should be applied, well understood and monitored and revised as necessary.

Core Change: Introduction of widespread use of business planning processes and tools are critical in managing the organisation in the future. Such plans and processes need to sit within and be a consequence of high level strategic planning. This must reflect and 'guide the way we do things here' in the NSW Police Service.

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Year 1: Threshold Activities of the Service to Audit

- Development of a documented planning framework for the NSW Police Service (eg key elements, reporting formats, base information needs and assessment of availability, implications for information systems development).
- Development of an agreed and practical planning process that links high level strategies to at least key operational and local area command levels.
- Development of a 'roll-out' plan for the introduction of the planning process.
- Training designed and integrated with the planning process, and completion of a pilot to provide training for key managers.

Ongoing Activities to Audit

- 'Roll out' of planning process completed in year 2 across organisation and down to all necessary management levels.
- Planning process improved and integrated with Key Performance Indicators (KPI).
- Integration of performance management, KPI and business planning processes.
- Demonstrable use of performance against plan in both individual, unit, regional performance assessment and professional development programs.
- Testing and refinement of overall approach internally.

YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Verify development of the planning process; • Verify 'roll out' plan and training; • Report on the development process.	• Test implementation against planning quality criteria; • Test outcomes against expectations; • Verify KPIs and measurement; • Introduction of best practice concepts; • Report progress internal/public.	• Continuous testing on three year cycle; • Test linkage of the planning process to culture and behaviour changes; • Full bench marking and best practice reviews internal/external; • Continuous reporting.

KEY REFORM AREA: 5. FOCUS ON PERFORMANCE MANAGEMENT AND QUALITY

Reform Context: The Service needs to focus on its performance and the quality of its services. Excellence in policing will only be achieved if the Service, its management and staff are committed to achieving both high quality and high performance. Targets need to be set, and the Service should benchmark key management, operational and service areas against the outside world. Since the organisation must perform differently to achieve such targets, new management approaches and skills need to be developed and staff need coaching and training, so they can appreciate the new management, work and reporting requirements and can participate actively in securing progressive improvements.

Core Change: At a high level, this reform is aimed at introducing a mindset of 'value for money' and quality. It also entails the introduction of these concepts and devolution of responsibility throughout the organisation. Thus, Key Result Areas and Key Performance Indicators would be agreed and devolved. Senior managers would seek real and hard information to manage their own and staff performance against such measures.

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Year 1: Threshold Activities of the Service to Audit
- Development of a performance management process that supports the setting and agreeing of measures.
- Development of examples of acceptable measures at different levels of the Service; explaining performance, quality and value for money.
- Documentation of an agreed process of performance management that has credence in the organisation, rendering obsolete the autocratic, disciplinary process.
- Development of an implementation and training plan and a pilot process.
- Assessment or real information needed to support the performance management process.
- Feedback to systems development where gaps emerge.

Ongoing Activities to Audit
- Rollout of training in performance management.
- Rollout of performance management process and its progressive refinement.
- Refinement and further development of KRAs and KPIs.
- Testing and Refinement of overall approach internally.

YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Define critical elements of performance, quality and value for money expectations; • Verify implementation process; • Test key aspects of the plan; • Report progress.	• Test implementation against performance criteria; • Test pilot region for critical aspects of the measurement system; • Establish benchmarks and report on progress against set measures; • Reporting public/internal.	• Continuous testing for three year cycle; • Test links to changes in behaviour and performance; • Training support; • Continuous reporting.

KEY REFORM AREA: 6. FOCUS ON STAFF AND TEAMWORK

Reform Context: Transformation of the Police Service involves major redesign of work and the workplace, the creation of new jobs and careers. It also calls for a shift in emphasis towards the staff as the key to successful reforms and to transformation of the Service as a whole. That in turn means that the individual in the Service must be valued, respected and encouraged to develop in the job and acquire new skills.

Core Change: The need to respect and value the individual can be assessed and built into the critical HR systems such as performance management, career progression, promotion and recruitment. It is important to modify existing and introduce new work practices to support effective team work but to be flexible, given that teams will develop differing approaches and techniques to deal with various situations.

Year 1: Threshold Activities of the Service to Audit
- Identification and assessment of the areas where team processes and practices could contribute to efficiency and effectiveness of operations and an improved work environment.
- Use of the values and leadership principles in the development of a team based approach to areas identified as having potential to realise effectiveness and efficiency gains.
- Development and pilot introduction of a training program for team leadership.

A 250

Ongoing Activities to Audit
- Encouraging the development of innovation, new ideas and new ways of doing things.
- Delivery of improvements in consultation, data sharing and the work environment
- Delivery of improvements in productivity and reduction in operating costs.
- Evidence of team based practices in gaining these improvements.
- Testing and Refinement of overall approach internally.

YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Verify work practices plan; • Verify implementation strategies and critical dependencies; • Test implementation process; • Report progress.	• Test pilot sites for introduction of training processes and practices; • Test gains in performance, productivity, improved work environment; • Report 'new leads' stories throughout the Service (internal/external); • Report progress.	• Continuous testing over all sites; • Develop benchmarking and best practice testing and internally report results throughout the service; • Continuous reporting.

KEY REFORM AREA: 7. BUILDING NEW HUMAN RESOURCE (HR) SYSTEMS

Reform Context: The Service has put very considerable effort into formulating its Workforce 2000 agenda which, *inter alia*, calls for the building of a new HR systems. Whilst it is critical to review progress in recruitment, patterns of promotion, the emergence of new team environments and the exercise of delegations, it is arguably even more important to review whether the basic systems are in place which will allow merit based promotion, effective performance management and competitive recruitment to become effectively entrenched within the Service.

Core Change: Promotion, career progression, recruitment and performance management systems and processes need to be changed to reflect the reform process. Associated work should continue on revised position descriptions, work environment change and change-oriented redundancy provisions.

Year 1: Threshold Activities of the Service to Audit
- The progression/promotion system needs demonstrably to be based on objective assessment against known selection criteria as well as opinion (this could build on the assessment centre process).
- Open processes should begin to be used to secure the best candidate for key and specialised jobs; external appointments should begin.
- The performance management system needs to be linked to skills assessment and career planning processes.
- Positions and jobs need progressively to be assessed in terms of the skills, knowledge, attitudes and competencies required in their execution.
- Develop and deliver a training program in performance management.
- All position descriptions should be rewritten to reflect the new skills, knowledge, attitudes, values, starting with the senior positions.

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Ongoing Activities to Audit
- Managers should use the performance management system and understand performance reviews.
- Managers and staff should have access to necessary training programs.
- Promotions and appointments should be seen to be occurring through a fair and objective process.
- Testing and refinement of overall approach internally.

YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Verify HR development plan and critical aspects; link to reform agenda; • Verify implementation and development planning; • Report progress.	• Detailed review of HR system to ensure all changes implemented; • Test Service attitude to changes; • Detailed systems testing; • Report progress.	• Continuous testing; • Verify links to reform agenda; • Verify links to behaviour changes; • Test key performance criteria, benchmarking; • Continuous reporting.

KEY REFORM AREA: **8. BREAKING DOWN OUTMODED SYSTEMS**

Reform Context: Many of the existing systems relate more to command and control and the needs of the past bureaucracy than to the Service in its planning for the future or to the staff in the better discharge of their roles. It is important to assess whether systems are increasingly helping staff, whether they are becoming simpler in their operation and are being redesigned as needed, and whether new approaches have been pilot tested in an effort to achieve improved performance. Unnecessary or outmoded rules, guidelines and paperwork should progressively disappear.

Core Change: Two non-Human Resource systems will be critical in underpinning the reform process, namely the delivery of information to the 'coalface', including the COPS system, and the financial system(s) needed to support a devolved structure. Both sets of existing systems need significant change and refinement to meet new requirements and priorities.

Year 1: Threshold Activities of the Service to Audit
- Analysis of the COPS and other critical information systems against the information needs of a more devolved system where local priorities and increased delegation and responsibility will put pressure on traditional systems.
- Identification of functionality that should be delivered by any key system to meet reform needs.
- Development of a strategic plan to deliver system redevelopments and replacements and to build new systems.

Ongoing Activities to Audit
- Further refinement of needs analysis.
- Detailed specification of system changes with costings and delivery times.
- Testing and refinement of overall approach internally.

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YEAR 1 AUDIT PROCESS DEVELOPMENT	YEAR 2 AUDIT PROCESS TESTING OUTCOMES	YEAR 3 AUDIT PROCESS CONTINUOUS TESTING/ BEHAVIOUR CHANGE
• Verify the strategy and begin to implement the key items of reform; • Test systems and refine; • Report progress.	• Detailed review of critical systems to ensure that they meet the reform objectives; • Assess existing systems against planned changes, test implementation and effectiveness; • Detailed review of pilot site to test implementation plan; • Report progress.	• Continuous testing for three year cycle; • Review of key information systems to verify level of support for reforms; • Test the analysis of information required for continuous improvement; • Verify links to reform agenda; • Continuous reporting.

KEY REFORM AREA: 9. THE PATROL AS THE SERVICE HUB

Reform Context: The Service has determined that Patrol will be the focus of service delivery within the Police Service. That requires effort to create stable staffing configurations, to develop new jobs, to change relationships within teams so that acceptable integration of staff with many differing talents can occur, as well as assuring acceptable levels of service wide staff rotation. Equally there are important questions relating to whether existing sites, systems, equipment, technologies and procedures will meet future needs. This changed focus will require constant attention if the past tendency to centralise and bureaucratise is to be overcome.

Core Change: Introduction of the Patrol as the service delivery hub involves changing a range of systems and structures to support it.

Year 1: Threshold Activities of the Service to Audit
Planning for pilot testing the following:
• developing profiles of problems and issues to be faced, side by side with community views and concerns;
• stable staffing, assessment of usual span of capabilities and clarity of roles and responsibilities;
• financial management systems and procedures to support the Patrol in this new role;
• information needs for effective management of a service hub;
• facilities and support functions need for these units in the future.

Ongoing Activities to Audit
• Progressive alignment of structures, systems and processes to support this restructure of service delivery.
• Assessment of the roles and responsibilities within the hub against support for the reform process.
• Testing and refinement of overall approach internally.

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KEY REFORM AREA: 10. IMPLEMENTATION OF EFFECTIVE STRUCTURAL CHANGE

Reform Context: Over the years the Service has tried to 'fix' many of its problems by making changes in structure. While every transformation or major reform process leads to significant and substantial changes in structures, a number of steps should precede structural change. Thus, the objectives and the purpose in discharge of any role should be reviewed and clearly articulated, the best ways of implementing or carrying out the service or function examined, and new approaches tested prior to taking decisions to create or entrench structures, particularly those involving significant movement of staff. These steps should be discerned as having occurred prior to any significant proposed structural change.

Core Change: In carrying through sustainable change in organisations one of the key processes that is frequently overlooked is the alignment and co-ordination of systems, processes, projects and structure. A project office that supports the change process is an invaluable tool in the development of this alignment. It can assist in ensuring that scare resources are directed to change projects that have the most impact. Such an office can offer assistance to project teams or individuals trying to implement or deliver reforms.

Year 1: Threshold Activities of the Service to Audit
- Careful examination of all proposed structural changes to ensure that effective alignment and co-ordination of goals, reviews, systems and processes has preceded structural change.
- Definition of the role of a project office, or redefinition of the function of an existing unit as appropriate, to support the reform process, particularly its oversight and co-ordination.
- Specification of a business plan for internal resourcing and operation of the office, linked to the Service Reform Agenda.

Ongoing Activities to Audit
- Internal or infrastructure support for the reform process.
- Integration/alignment of different reform projects.
- A focus on transformation of the Service, not simply isolated projects.

Assurance Strategy
To be developed in conjunction with the overall Reform Agenda and Assurance Plan.

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Appendix Four – Media Release

NEW SOUTH WALES

Minister for Police

MEDIA RELEASE

<u>RELEASE OF PROGRESS REPORT ON POLICE REFORM</u>

7 January 2001

NSW Police Minister Michael Costa today released the QSARP 2 report into police reform.

Mr Costa said the report recognised the reform achievements and significant improvements since QSARP1 by NSW Police.

"This report is a guide for action – it shows me where the force's strengths and weaknesses are.

"Despite the progress so far, this report identifies where more work is needed."

Mr Costa also welcomed the comments of Police Integrity Commissioner Terry Griffin, who said NSW Police was on track to meet the desired outcomes of the Wood Royal Commission if it maintained the current momentum.

He said the new structure of the police force, commencing 1 February 2002, addressed many of the issues raised by the Qualitative and Strategic Audit of the Reform Process 2 Report.

Mr.Costa said the restructure meant:

- The appointment of two new Deputy Commissioners to drive the reform process,
- A fairer, faster and corruption resistant promotions system; and
- A streamlined complaints system.

"I am determined that the reform process will continue. That's why I've appointed the Police Minister's Advisory Council to help me ensure that progress continues.

"A major priority continues to be reviewing training, recruitment and retention.

"Reform is vital if the community is to have an effective and corruption resistant police force," Mr Costa said.

Copies of the report are available from the Office of the Minister for Police
Contact: Eamonn Fitzpatrick 0401 719 488

Appendix Five – Media Release

MINISTER FOR POLICE

MEDIA RELEASE

NSW POLICE QUALITATIVE AND STRATEGIC AUDIT OF THE REFORM PROCESS RELEASED

23 December 2002

Minister for Police Michael Costa today released the third *Qualitative and Strategic Audit of the Reform Process* (QSARP III) of NSW Police.

The audit was conducted for the period **July 2001-June 2002**, prior to the NSW Police Restructure which commenced on July 1st 2002. It makes reference to six themes:

- Building the strategy to reform NSW Police;
- Driving the reform process;
- Reforming NSW Police through staffing and management of people;
- Strengthening connections between NSW Police and the community;
- Managing risk/corruption resistant practices and corruption resistant practices; and
- Measuring progress of reform.

QSARP III also included a survey of justice system stakeholders, on their perceptions of the progress of reform within NSW Police.

"QSARP III has identified some of the reasons we undertook the July 1st 2002 NSW Police restructure," Mr Costa said.

"Importantly, however, it does recognise recent efforts by the Police Executive to drive reform including the creation of Police Accountability Community Teams, or PACTs.

"And I'm heartened by the views of the Police Integrity Commission, that with a maintenance of the current commitment, serious reform can be achieved in the long term."

Mr Costa said he received the report from the PIC on December 18th, and released it at the first available opportunity following last week's Counter-Terrorism Exercise and NSW Police CEP 14 Attestation.

Mr Costa said he disagreed with the report's view NSW Police had focussed on frontline policing to the detriment of the reform process.

"My view is both these goals can be achieved. And that is the aim of Commissioner Ken Moroney's leadership team," Mr Costa said.

Contact: Josh Murray 0408-166-449
Copies of QSARP III are available from the NSW Police Media Unit 02-9265-4200

Appendix Six – External agencies surveyed in QSARP Year Three Report

Aboriginal and Torres Strait Islander Commission (NSW Office)	Independent Commission Against Corruption
Aboriginal Legal Service	Insurance Council of Australia
Anti-Discrimination Board of NSW	Law Reform Commission (NSW)
Attorney General's Department	Law Society of NSW
Australian Bankers Association	Legal Aid Commission of NSW
Australian Federal Police	AIDS Council of NSW (Lesbian and Gay Anti-Violence Project)
Australian Graduate School of Police Management	Ministry for Police
Cabinet Office	National Crime Authority
Charles Sturt University, Police Training and Education	NSW Audit Office
Combined Pensioners and Superannuants Association of NSW	NSW Bureau of Crime Statistics and Research
Commonwealth Department of Health and Aged Care	NSW Crime Commission
Council for Civil Liberties	NSW Department of Education and Training
Department for Women	NSW Farmer's Association
Department of Community Services	NSW Ombudsman
Department for Juvenile Justice	Office of the Banking Ombudsman
Department for Local Government	State Coroner's Court (Attorney General's Department)
Department of Public Prosecutions	Whistle Blowers Australia Inc NSW
St James Ethics Centre	School of Social Science, UNSW
Law and Justice Foundation	Homicide Victims' Support Group
Ethnic Affairs Commission of NSW	Australian Institute of Criminology

Source: QSARP Report Year 3 Section 1 'External Stakeholders' Survey, 2002, p. 103-104.

Appendix Seven – Answers to Questions on Notice
[147]

NEW SOUTH WALES

Minister for Police
Leader of the House

Mr P Lynch MP
Chairman,
Committee on the Office of the Ombudsman and the Police Integrity
    Commission
Parliament of NSW
Macquarie Street
SYDNEY NSW 2000

– 5 JUN 2006

Dear Mr Lynch,

I refer to your letter concerning the Qualitative and Strategic Audit of the Reform Process (QSARP).

In your correspondence you requested my advice on a number of matters concerning QSARP. NSW Police has provided me with advice on these issues and I attach the responses to the twenty-one questions you raised. In respect of the last three questions relating to the Cabinet Sub-Committee on Police reform, I am aware that that the Parliamentary Committee has been informed by the Cabinet Office that information regarding the activities of Cabinet Committees is considered to be confidential.

You further requested a copy of the document titled *Change Strategy 2003-2006*. NSW Police have advised that *Change Strategy 2003-2006* was superseded by other documentation, in particular the *Strategic Plan for Change 2002-2004* and the *NSW Police Corporate Plan 2004-2007*. I attach a copy of these documents for your information, as well as the NSW Police report indicating the change.

Yours sincerely,

CARL SCULLY MP
Minister for Police

M83747

Level 36, Governor Macquarie Tower, 1 Farrer Place, Sydney NSW 2000 Telephone: (02) 9228 4455 Facsimile: (02) 9228 4633

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[147]   The Committee took evidence from Mr Wilkins on the issue of Cabinet Confidentiality, please see Appendix One.

Response to the Parliamentary Committee of the Ombudsman and Police Integrity Commission inquiry into the Police Integrity Commission and the Qualitative and Strategic Audit of the Reform Process (QSARP)

NSW Police Project Management Framework

1. *Has the NSW Police Project Management Framework been implemented?*
   The NSW Police Management Framework (known as Project Management System) has been implemented and provides the basis for numerous projects conducted by NSW Police. It is available, via the NSW Intranet, to all NSW police personnel.

2. *Has an evaluation of the NSW police Project Management Framework been undertaken, and if so, what were the results?*
   A formal holistic evaluation of the framework has not occurred to date. Feedback, however, from the sponsors, project managers and project teams has been supportive of the framework. Positive feedback has also been received from other government departments, such as the Department of Commerce. The framework has been provided to other Australian policing jurisdictions.

3. *Is the NSW Police Project Management Framework the standard project management tool used by NSW Police?*
   The Project Management System is the standard project management tool used by NSW Police. Each project is tailored to its specific outcomes and objectives, and as such, selects the components of The System appropriate for use in that context.

4. *If it is no longer used, why is it no longer used?*
   As noted above, the System continues to be used across NSW Police on a regular and ongoing basis.

Commissioner's Executive Team

5. *Are individual members of the CET still sponsors for key change areas?*
   Individual members of the CET are no longer sponsors for key change areas because all projects, apart from two organisation wide surveys, have been completed and, where appropriate, the results have been incorporated into management practice.

6. *How does this arrangement work?*
   CET members were aware of good management practice and incorporated it into their commands.

7. *If this arrangement has lapsed, why?*
   As noted above, this arrangement is unnecessary given the accomplishment of the projects.

Project Management Unit

8. What progress has the Project Management Unit made in managing significant NSW Police reform projects? Could you please provide some examples of these projects?
    The Project Management Unit provided support to three reform projects including Culture Definition Project, Corruption Resistance Project and Knowledge Management Project. All three projects are now closed.

    The Knowledge Management Project, for example, commenced 2 June 2003 and ended 1 January 2004 following the completion of a final report. The Knowledge Management Project aimed to develop a strategy for organisational knowledge management and to further provide recommendations for activities that supported the successful implementation of the strategy. The project conducted research into the best practice in knowledge management across NSW government agencies and developed a knowledge management strategy which was then handed over to the Chief Information Officer for implementation.

9. Has the Project Management Unit disseminated the NSW Police Project Management Framework?
    The Project Management Framework has been disseminated throughout NSW Police. The Project Management Unit has conducted familiarisation sessions with officers in operational and specialist areas. The framework was incorporated into an on-line learning module available to all NSW Police. Whilst supporting templates and guidelines are available on the NSW Police Intranet, the Project Management Unit continues to deliver information sessions to Police and provide advice in the establishment and management of corporate projects.

10. Has any evaluation of the Project Management Framework been conducted? If so, what were the results?
    As indicated in Question 2, no formal holistic evaluation of the framework has occurred to date. Feedback from project sponsors, project managers and project team members has been supportive of the framework.

11. If the Project Management Unit has been amalgamated during recent NSW Police restructuring, where do the responsibilities held by the Unit now reside and what advantages have been gained from this amalgamation?
    The Project Management Unit has not been amalgamated into another Unit. It remains a distinct Unit within the Executive Support Group and continues to disseminate and deliver project management best practice within NSW Police.

Implementation Advisory Committee

12. *I note that the Implementation Advisory Committee assisted the CET to review and monitor significant project decisions, and that a major part of their role was to monitor the implementation of the Change Strategy 2003-2006. How did the Implementation Advisory Committee perform this role?*

    The Implementation Advisory Group chaired by the Deputy Commissioner and with membership at the Assistant Commissioner/Director level met monthly and reported back to CET accordingly. The projects were followed up out of session by committee members with the appropriate expertise, who reported back to the IAG at the monthly meetings.

13. *I further note the NSW Police Annual Report 2003-2004 (p16) states the IAC was disbanded in February 2004 as part of a restructuring of the CET. Who now performs the duties that were the responsibilities of the IAC?*

    As noted, projects are now completed or closed and the results incorporated into management practice. Responsibilities have been devolved to individual command level as appropriate.

14. *What was the basis for the decision to disband the IAC given the Change Strategy runs to 2006.*

    The IAG was disbanded as CET considered that the support it provided was better devolved to the relevant individual commands. The timeframe for the original Reform Plan (now Change Strategy) was 2002-2004. The projects included in that Plan have now been completed or closed.

15. *How are the ongoing projects contained in the Change Strategy now reported back to the CET?*

    A final report on the projects in the Change Strategy has been prepared for presentation to CET in the second quarter 2006.

Change Strategy 2003-2006

16. *As the Change Strategy is in its final year, what evaluation of the programs contained within it has NSW Police undertaken?*

    No overall evaluation has been made of the outcomes of the Key Change Areas. Projects may, however, have inbuilt evaluation components.

17. *Have these programs become standard police management practice? Could you please provide examples?*

    Areas of change have become part of NSW Police management practice. Examples are:

    • Police Community Partnerships.

- Police and Community Accountability Teams are in place state-wide.
- Complaints Management Teams are in place in all business units.
- Professional Standards Command has developed and circulates monthly a Complaints Management Package to help Commanders to review complaint data.
- Processes have been revised for handling internal grievances and disputes. Currently internal com-plaints are tending up and public complaints are trending down.
- Public complaints are currently at 0.04% of all contacts with police.

18. *How will the outcomes of the Change Strategy be used in an ongoing way by NSW Police?*
NSW Police in line with good business practice continues to review and refine its processes at all levels. An example of this is the current Corporate Services Strategic Review.

Cabinet Sub-Committee on Police Reform

19. *Has the Cabinet Sub-Committee on Police Reform worked with NSW Police to continue the reform process?*
NSW Police understands that The Cabinet Office has previously advised the Parliamentary Committee that information regarding the activities of Cabinet Committees is considered to be confidential.

20. *How does the Cabinet Sub-Committee give feedback and receive feedback from the Commissioner's Executive Team?*
See Question 19.

21. *Has the Cabinet Sub-Committee been informed of and commented on the implementation of projects contained within the Change Strategy 2003/2006?*
See Question 19.

NSW POLICE
CORPORATE STRATEGY 2003/2006
Annual Progress Report: Year 3

BACKGROUND

Following the Wood Royal Commission (1994-96) and the subsequent Qualitative and Strategic Audits of the Reform Process (QSARP 1999-2002), NSW Police, in conjunction with APP consultants, developed a *Progression of Reform of NSW Police - Strategic Plan for Change 2002-2004*.

The plan expressed Commissioner Moroney's vision that true results can only be achieved through a combination of effective people management and a system whereby people are accountable for their actions through compliance with a system of codified law both inside the police and out in the community.

To progress this vision the plan identified the following four key areas for change and its management:

- Leadership
- Culture And Integrity
- People Management
- Devolved Structure.

Successful implementation of the plan would result in an organisation displaying:

- Corruption resistance
- Supportive leadership at all levels
- An innovative and ethical working culture, and
- Organisational excellence through a devolved structure.

In September 2002, the Commissioner's Executive Team (CET) agreed to the principle of individual CET member sponsorship of each of the change areas to maintain a strategic focus on the plan. Attachment 1 shows the initial implementation model. In September 2003, on consideration of the widespread applicability of the approach, CET approved change of the plan's name to *Corporate Strategy*, its incorporation into the corporate planning process and endorsed the role of the Implementation Advisory Group (devolved March 2004) in monitoring implementation.

The specific projects and milestones in the original *Strategic Plan* were based on the assumption that government would make available appropriate resourcing for implementation. The absence of such funding directly impacted on how projects were to be executed, and the overall rate of progress. Various Ministerial inquiries impacted on projects in the change area of People Management.

Part of the original plan was an annual report of the progress of NSW Police in achieving change in terms of particular milestone and outcome measures. The first report (2002-03 presented September 2003) showed reform foundations had been laid particularly in terms of sponsorship of Key Areas by CET members, but that without specific funding, progress of the projects would be limited and timelines might not be achieved; the second report (2003-04 presented February 2005) noted the combination and renegotiation of a number of the projects to better meet current priorities within resource constraints and the changes in CET membership and associated reform sponsorship roles. This is the third report.

OVERVIEW OF PROGRESS

Since the original plan was devised, NSW Police has undergone considerable change in terms of policing priorities, membership of both the executive and the organisation, structure, systems, work practices and processes and adoption of newly available science and technology. These changes have produced a different organisation from that considered by the Wood Royal Commission or that reviewed by QSARP and brings into question the viability of the *Strategy* as a useful tool.

However, this third report on the *Strategy* looks at:
- status of the original projects
- impact of the projects on the desired vision.

The progress of the individual projects in the Key Change Areas is noted in Attachment 2. Overall progress, although not as originally planned, has been considerable within resourcing constraints. Changing priorities of government, Minister and NSW Police have meant ongoing review, revision and renegotiation in relation to projects. Where appropriate, original projects have been incorporated into ones which better contribute to current priorities and improved practice.

Attachment 3 notes progress after Year 3 against the specific milestones and outcomes for Corruption Resistance; Leadership and Working Culture; and Organisational Excellence.

AGREED EVALUATION CRITERIA

1. Do the indicators provide adequate evidence that NSWP is progressing towards the vision?

Systems are not available to produce definitive data showing progression towards the Commissioner's vision as stated in the *Strategy*. This must be considered in the context that NSW Police is an organisation which is constantly evolving to meet government, community and personnel needs and expectations, and as such some of the indicators may no longer be useful or appropriate.

A number of the specified milestones were based on data from organisation-wide internal surveys (culture and leadership) which have not been conducted. As shown in Attachment 3 overall progress in each of the four Key Change Areas is:

Key Change Area	Milestones		Outcomes	
	Planned	Achieved	Planned	Achieved
Corruption Resistance	6	4	4	3
Leadership	1	0	1	0
Organisational Excellence	3	2	1	0

2. Has the environment in which NSWP is operating changed to such an extent that the areas where progress is measured should be changed?

The agreed key areas of Corruption Resistance; Leadership and Working Culture; and Organisation Excellence are generic and applicable to most large organisations including NSW Police. However, policing environments (internal and external) have changed considerably since the Wood Royal Commission, QSARP and the development and endorsement of the *Strategy*.

The external environment has different priorities – from a societal and policing view. Anti-terrorism and national security have assumed major importance, recreational drug use is increasingly accepted, unemployment levels are low, high volume recorded crime is trending downwards, introduction and adoption rates for new

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technology, particularly communication formats, are increasing (i-pods, plasma televisions, incidence of home computers/ broadband etc), work patterns and family structures are changing.

The government has increased its focus and support for law and order through legislative change (eg LEPRA), but has also introduced heavy budgetary constraints and increased reporting requirements.

The report of the Wood Royal Commission stated that it would take a generation (ie 15 years) for NSW Police to change to meet required standards. Since that report, the composition of NSW Police has changed - 35% of current sworn personnel have less than five years service and nearly 60% of total personnel have less than 10 years service (ie were not employed by NSW Police at the time of the Wood Royal Commission). In 2004 there was a 50% change in membership of the Executive which impacted on sponsorship of and involvement with Key Change Areas.

NSW Police has transformed to meet changing government and societal expectations. Evidence of this is the improved relationships with oversight bodies (PIC, Ombudsman, Audit Office), government agencies (Treasury) and the community (PACT) which reflect improved transparency and partnership development. Internationally, NSW Police has maintained and developed its relationships with policing bodies in USA, UK and Asia particularly regarding counter-terrorism and consequence management.

Internally, there have been major positive changes to NSW Police working conditions (salary increases, police Death and Disability Superannuation Scheme, increased numbers of part-time positions, more females in sworn positions, increased focus on OHS&R including rehabilitation processes, a psychological support scheme particularly for personnel working in high risk commands, new Police Headquarters building including a crèche) and performance management (HR trial of Career Management Scheme, establishment of Commissioner's Inspectorate to oversee and report on business unit performance).

3. **Are each of the indicators still valid or has our learning identified new, more relevant/focussed indicators?**

The original indicators provided in the Corporate Strategy were projects in each of four areas Leadership, Culture and Integrity, People Management and Devolved Structure. Apart from the internal surveys (culture and leadership) projects have been completed and results integrated into ongoing practice. NSW Police, along with other private and public enterprise bodies, continues to undergo change to better meet stakeholder needs and expectations. Indicators are continually being developed and updated across the organisation to appropriately monitor performance at the individual, business unit and corporate levels.

RECOMMENDATIONS

1. That CET endorses the Year 3 report on the *Corporate Strategy (previously Progression of Reform of NSW Police - Strategic Plan for Change 2002-2004)*

2. That CET agrees that this is the final report in the series *Progression of Reform of NSW Police.*

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Appendix Eight – NSW Police Corporate Plan 2004-2007

NSW Police Corporate Plan 2004- 2007
People Achieving Results

Foreword

We are proud of our significant contribution to the progress of NSW since our founding in 1862 and we look to the future with confidence. This corporate plan shows the directions we are taking and the changes we will be making over the next three years to meet the changing demands of modern policing. Our overall approach focuses on our most important resource – members of NSW Police – and is expressed as **"People Achieving Results"**. Our context is one of continuing, sustainable reform and improved systems and practices.

This plan aligns with the NSW whole-of-government approach to service delivery which focuses on:
- better quality, more responsive and effective service delivery;
- improved management of resources to ensure 'best value for money';
- optimal allocation of scarce public sector resources;
- accountability.

We are experiencing higher demands on our resources as the NSW population increases and becomes even more diverse. We are liaising with our many different communities to know, understand and find appropriate ways to meet their needs and expectations. We believe the NSW public wants us to make NSW a safe state by reducing crime, responding well to emergency calls and enforcing the law fairly but firmly. Our aim is to show the highest level of integrity, deliver our services in a professional way and provide value for taxpayers' money.

Crime can be tackled successfully with the support of the public, government and non-government agencies. We rely on effective partnerships in all aspects of policing, for example in the criminal justice system; with town planners in designing crime resistant housing; and with voluntary groups in the care of victims.

This *Corporate Plan 2004-2007* shows where we will focus our efforts to give NSW high quality policing services within the funding we receive. It gives the direction and context for each business unit to tailor actions to best suit local needs. The plan helps us co-ordinate and prioritise strategies so all our activities are undertaken as a coherent whole to meet our corporate objectives and provide successful policing appropriate to the twenty first century.

K E Moroney
Commissioner

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NSW Police Corporate Plan 2004-2007
People Achieving Results

Our operating environment

New South Wales society has a wide spread of social, cultural, community and religious norms and values. This diversity brings the State many benefits and a number of implications for modern, effective policing.

Our operating environment is now extremely fluid due to changing demographics, technological developments and the ramifications of international terrorist events. Most policing time continues to be spent maintaining public order and providing service to people who need help.

Introduction of new technologies
New technologies, especially communication technologies, are redefining the way we live and operate. NSW continues to show rapid up-take of increasingly affordable technology.

For policing, negative implications lie in the development of new crime types (eg cybercrime), new ways of committing existing crimes, crimes transcending jurisdictional boundaries, and the adoption of technology by criminals.

The positive aspects of new technologies lie in service provision. Information technology will help us to work faster and smarter. New technologies help in criminal investigations eg DNA testing, satellite laboratories, CrimTrac, and the National Automated Fingerprint Identification System (NAFIS).

Multicultural community
Sydney, as Australia's primary migrant entry port, is increasingly multicultural with 50% of residents either born outside Australia or with at least one overseas born parent. One in four residents speak a language other than English at home. The country-of-origin mix has changed from Europe to Asia (now 50% of new migrants are Asian, mostly from China and Vietnam). Indigenous Australians account for 2% of the NSW population.

NSW Police aims to recruit people from a diversity of backgrounds to give us a spread of gender, education, language, age and culture. We work with community leaders to improve two-way understanding of attitudes to law enforcement and ensure our response is appropriate and sensitive to the situation.

Work and family life
The societal changes in work and family life have an ongoing impact on all NSW Police members and on policing. The work force has increasing numbers of women. Work patterns are changing from full time to part-time employment.

Although traditionally policing has been a career for life, we do not expect this to apply in the future, with operational policing more appropriate to people with a high level of physical fitness. We accept and encourage the concept of multiple sequential careers. We will offset training investment as far as possible by employing suitably qualified people especially in areas of science.

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NSW Police Corporate Plan 2004- 2007
People Achieving Results

The basic social unit continues to be the family – but smaller and with many more variations than in the past. The divorce rate is high, the median length of a marriage is 10 years and 40% of divorces involve at least one child under 18 years of age.

Divorce and ex-nuptial birth rates have increased. There are increasing numbers of single parent families living below the poverty line.

The drug culture is having an increasing impact on society and on the level of crime, particularly property crime. Research has shown people from more marginalised and disadvantaged groups are more likely to be perpetrators of crime.

These trends impact on general policing of crime and in particular, domestic violence and juvenile crime.

Changing age profile
New South Wales has a population of 6.7 million with about 1.1 million aged over 60. Women comprise 60% of older people and many of them live alone in disadvantaged economic circumstances.

The changing age distribution means changing community priorities for policing. We aim to reduce concern and fear in older people and increase support and cooperation from young people while providing firm but fair maintenance of public order.

Concentration of population in metropolitan areas
There are clear links between urbanisation and crime. Currently 75% of the State's population is located around the three major coastal areas of Sydney, Newcastle and Wollongong, which are increasingly developing into one concentrated urban area with new large-scale suburbs.

The implications for policing lie in the location of resources for service delivery. We need the flexibility to shift our resources to where they are most needed, and to where we anticipate there is a potential for crime.

The economy
The economy overall is in relatively sound shape with unemployment contained and inflation low. However, there is economic inequality in that 40% of income/wages goes to 5% of income/wage earners and 29% of the State's population are reliant on government payments as their main source of income. This inequality may lead to increased crime, particularly property crime, especially among people addicted to illicit drugs.

Changing community expectations
In general, the community is increasingly well educated, articulate and concerned with public accountability and ethical standards. Expectations are rising in terms of the breadth and quality of service provision.

The implications for policing include effective management of community expectations while providing transparent decision-making, value for tax-payers' money, increased accountability and quality policing services.
The workplace is undergoing a change in values putting further emphasis on quality of life

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NSW Police Corporate Plan 2004- 2007
People Achieving Results

issues. This is evident in terms of family time, work/careers, acceptance and use of technology, communication systems, acceptance and use of recreational drugs, increased education and travel.

The implications for policing include a need for new and different methods of recruitment, training and service delivery. The increased societal acceptance of recreational drug use has implications for legislation, law enforcement, NSW Police values, performance management and recruitment.

Crime trends
New South Wales is essentially a safe society, although a substantial proportion of volume crime, especially property crime, is drug related. New technology is driving increases in white collar crime often with international links (eg fraud and internet crime).

Counter-terrorism has assumed an increasingly important role, particularly in the high population density cities. This has resulted in a reallocation of resources especially in terms of people, training, equipment and forensic science.

Implications for policing include the need for international cooperation, development of specialised skills, strategic alliances with business in the area of forensic accounting and increased emphasis on intelligence gathering, analysis and use.

We have established a process whereby corporate sponsors are major access points. This corporate spokesperson approach ensures consist, accurate information is communicated.

Plan components

The *Corporate Plan 2004-2007* **People Achieving Results** sets out our overall goal, how we will achieve it and how we measure our progress. Subsections are:
- values
- desired results
- corporate strategy including change components
- service delivery programs
- performance measures.

Our **goal** is clear. We want "A safe NSW with a respected police force working with the community to reduce violence crime and fear".

This goal addresses:
- the importance of partnership and cooperation
- the basic community right to live, work and play in safety and
- confidence in our ability to deliver quality policing professionally and ethically.

We will develop and maintain strong strategic partnerships based on consultation and co-operation. Our partners are the community (including indigenous ethnic and special interest groups), government, Parliament, victims, unions, private enterprise entities, courts, colleges, review bodies and other policing jurisdictions but particularly other members of

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NSW Police Corporate Plan 2004- 2007
People Achieving Results

NSW Police. The confidence of each stakeholder group is essential for the proper current and future functioning of NSW Police. Without such confidence, there is no sense of community security or safety.

We will use a best practice approach to operations support and management. This will be based on consultation to determine local needs and our available resourcing. We will use data and information to inform ethical decision-making.

Values

Our **values** are reflected in all we say and do and are expressed in the *Statement of Values*.

Integrity will be the driving value in our internal and external partnerships and in our behaviour. We will be clear about the standards of **integrity** we expect of ourselves and will provide systems to carry out our duties with honesty and conscience. Probity is an inherent characteristic of those we recruit.

We will show **respect for people** both internal and external to the organization.

Internally we will do it by encouraging and enabling the people we have to make personally satisfying contributions to the achievement of organisational goals. We will acknowledge those contributions. We will continue to promote equal employment opportunity and to ensure there is no discrimination or harassment in the workplace. We will also recruit people from a range of backgrounds and skill levels. As far as practicable, we will contribute to the well being and long term health of our people.

Externally we will do it through consultation and cooperation – with the community, government, and business. We will show special respect and concern for victims of crime and will work closely with other emergency services and policing jurisdictions.

Our decisions will be based on **effective use of data, facts and knowledge.** We will develop and use systems and processes to ethically combine information from various sources to create knowledge to support our decision-making.

We want an integrated organisation demonstrating our value of **teamwork** and shown by a quality-oriented approach to problem solving and information sharing. Consultative supportive leaders will head teams of sworn and non-sworn employees, selected for their skills rather than rank, to handle short term projects.

Our aim is **transparent accountability** for results at all levels. We want to maximise the value of policing services for stakeholders and incorporate their needs into our decision-making. At the corporate level, we welcome constructive criticism from oversight agencies, while internally we conduct regular performance appraisals.

We value effective and flexible **leadership** across all levels of NSW Police. We expect leadership by example in terms of ethical behaviour, honesty, trust-worthiness, encouragement and support of colleagues towards achievement of NSW Police goals.

We value **change and learning** and aim to be the best in who we are and what we do. We will use an excellence approach in our attitudes, work practices, systems and tools.

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NSW Police Corporate Plan 2004- 2007
People Achieving Results

Our values are underpinned by *Guiding Principles* which show the importance to us of our employees, customers, and service quality. These principles are to:

◊ base decisions on our *Statement of Values, Code of Conduct and Ethics,* and *Guarantee of Service*
◊ act fairly
◊ value people and their ideas
◊ employ committed, professional people whose ethical behaviour is beyond reproach
◊ have consistent leaders who treat employees who make mistakes in good faith fairly and support them where appropriate
◊ have local police, supported by specialist units, work in close partnership with their communities
◊ reduce fear of crime from a level which adversely affects quality of life
◊ identify and analyse customer needs and tailor services and programs to provide appropriate policing services
◊ give sympathetic consideration and practical assistance to vulnerable members of the community
◊ give value to the people of NSW
◊ use integrated and coordinated information and intelligence
◊ develop corruption resistant systems and processes
◊ improve process capability and the effectiveness and efficiency of our work processes
◊ develop strong working partnerships with other agencies and communities to provide effective crime prevention and community safety strategies.

We have three documents covering our *Statement of Responsibilities, Code of Conduct and Ethics* and our *Guarantee of Service*. The concepts and commitments in these reflect our values and provide the basis for our decision-making.

NSW POLICE STATEMENT OF RESPONSIBILITIES

As members of the New South Wales Police we all have responsibilities at various levels:

As an organisation the New South Wales Police will:
• Encourage a work environment that is safe, fair, equitable and free from harassment and discrimination.
• Facilitate reform, innovation and business improvement.
• Provide effective performance management systems
• Effectively and efficiently use public money to enhance community safety and crime reduction.

As a Commander, Manager or Supervisor I will:
• Through my leadership, model the behaviour expected from team members.
• Where appropriate engage in consultative decision making processes.
• Trust and encourage members of my team to achieve their best, tolerating honest errors, omissions and mistakes.
• Provide coaching, guidance, support and feedback to staff.
• Prioritise and allocate work equitably and fairly.

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- Give credit to those who have performed well.
- Provide to all staff the necessary information and tools they need to perform their jobs.
- Supervise staff appropriately and monitor achievement of business results.

As an employee I will:
- Be honest and always act with integrity
- Carry out all lawful instructions in accordance with NSW Police policies, decisions and practices.
- Act in a manner that enhances community confidence.
- Preserve the confidentiality of all NSW Police information.
- Respect and support leaders, commanders and managers.
- Work to the best of my ability and encourage others to do the same.
- Encourage teamwork and be supportive of work colleagues.
- Work collaboratively and openly share information on best practice and business improvement
- Keep informed of change and maintain my professional skills and knowledge.

GUARANTEE OF SERVICE

THE GUARANTEE
We guarantee to provide a satisfactory level of service to any person or organisation with whom we have contact: our customers.

If unsatisfactory service results from a failure on our part to be consistent with our standards of professionalism, courtesy, equity or any other factors under our control, we will rectify the problem.

CUSTOMERS
We acknowledge that NSW society is a complex, multicultural and multi-dimensional mix of people and expectations.

To achieve equity, we believe it is important to be able to respond to different needs of different groups. For this reason, and following wide and ongoing consultation, we have implemented programs and services specific to the needs of ethnic communities, youth, aged, gays and lesbians, and Aboriginal people.

The needs of residents of NSW are identified through on-going customer research which links to our corporate plan. In each Local Area Command we have Police Accountability Community Teams. PACTs help us to know and understand the policing needs of local communities and report on our actions to meet these needs.

SATISFACTORY SERVICE
Satisfactory service means meeting all reasonable expectations of our customers in relation to those matters over which we have authority. If we fail to meet those expectations, we will acknowledge it and do something to correct the problem.

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HOW YOU CAN HELP
You can help us to identify the root causes of dissatisfaction with police service by telling us about them!

You can discuss any matter with your local police, or if you prefer, our Customer Assistance Unit can help you with any concern, problem, question, complaint or compliment you may have regarding police service. You can call toll free on:

1 8 0 0   6 2 2 5 7 1

In cases where you suspect a serious act of misconduct or criminal behaviour involving bribery or corruption, the complaint may be made to any police officer. You may also make your complaint directly to the Ombudsman or to any member of parliament. Complaints may be made orally or in writing and can be anonymous if you wish.

Results

Our desired **results** provide the parameters for our policing activities and are based on the current environment and the reform agenda.

We have five interlinked corporate **result areas**:
- a high level of public trust and confidence – to improve quality of life in NSW
- reduced crime and violence- to maximise the community's sense of safety and security
- improved public safety - to reduce the fear of crime
- motivated workforce – to increase personal and organizational satisfaction levels
- improved work practices – to work smarter and safer.

We will use quality policing services to impact strongly on crime and violence and improve community safety. Our approach includes quality assurance through use of the ADRI cycle, covering Approach (thinking and planning), Deployment (implementing and doing), Results (monitoring and evaluating) and Improvement (learning and adapting) with specific focus on
- data, intelligence, information (management by fact),
- risk management, and
- technological advances.

Internally, we will continue to reform NSW Police with particular emphasis on eradicating corruption, developing leaders, changing the culture and improving work practices. This will, in turn, increase public satisfaction and confidence in police and policing services.

A **high level of public trust and confidence** in police will result from our improved performance with focus on integrity, accountability and capability. We will continue to increase stakeholder trust in NSW Police and its individual members by delivering quality policing services effectively, openly and honestly.

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We will be responsive and effective in our dealings with internal and external stakeholders and clear about the standards of commitment, accountability and competence we expect of NSW Police members.

We have systems in place (eg the Police Accountability to Community Teams – PACT) for closer liaison with our stakeholders. Our focus is on crime reduction and awareness of community needs and priorities. We will deliver courteous service to all members of the public.

We will assess our progress with data from ongoing consumer surveys which shows the level of public confidence in NSW Police and in the integrity of police officers.

Reduced crime and violence and **Improved public safety** together will work to maximise the community's sense of safety and security. Crime affects the quality of life in NSW and the level of public confidence in NSW Police. Our aim is to reduce crime by using intelligence, high visibility policing and proactive operations to target repeat criminals and locations which are prone to crime. We will advise on referral support services for all victims, especially those who are repeatedly victimised.

We want NSW to be a State where people know and feel their families and possessions are safe and secure, both at home and on the streets. Social, technological, and economic changes have contributed to increasing levels of crime, violence, social disorder and now terrorism. This, reinforced by media reporting, adversely affects the community's quality of life in living, working and investing in NSW.

Violence is unacceptable in a well-ordered society. We will counter violence with a highly visible police presence, education, information and best practice crowd control and anti-terrorism measures.

We will strongly impact on criminal activity, street crime, gang related organized crime, corporate crime and any newly developing technological crime. We will disrupt and dismantle criminal activities and bring to justice criminals, especially those involved in organised and drug related crime. We will ensure we have appropriate and accountable models of specialization. To sustain the momentum of crime reduction we will continue to work with Federal, interstate and international law enforcement agencies to combat drug and firearm importation.

We constantly review and revise the strategies we use to counter volume crime particularly that resulting from the use of illicit drugs.

How we will assess our progress......
- Each year we set targets in the local business plans, and progressively assess our performance against them.
- The level of recorded crime, set against a range of other crime measures, is a central indicator of our success.

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A **motivated workforce** is a primary objective. Our employees are vital to the service we provide. We want a balanced workforce of committed and motivated people who are developing themselves and improving the performance of NSW Police.

We need flexibility, creativity and dedication to learning. We will encourage innovation and teamwork. For the most important initiatives we will form well-led teams of employees from all relevant units. We will allocate resources fairly in line with workload and demand.

We will clearly define the standards of commitment and competence we expect and implement effective recognition and feedback systems. Compliance with organizational policies and procedures will be an underlying basis of performance and individual and managerial responsibility. We will have regular appraisal and career review and provide our employees with more extensive development opportunities.

Local Area complaints units will investigate all but the most complex complaints. Very serious allegations will continue to be investigated centrally. Officers who make mistakes in good faith will be treated fairly and supported where appropriate.

We will measure our progress by community perceptions of police professionalism; absence and retention measures; and the number and outcomes of internal and external complaints.

Improved work practices will help us to work better and more productively with the resources we are allocated. We are continuing to use advances in science and technology to improve our work practices, especially in criminal investigation. We review our processes to make sure we are doing the right things effectively and efficiently in support of our core activity – front line policing. We have a responsibility to the public and taxpayers to make the best use of resources to improve public safety and counter crime. We will do this through deployment of staff to priority work or areas of high service demand; through flexibility in service delivery to meet changing priorities; compliance with policies and procedures; and through careful consideration of budget, productivity and efficiency approaches.

We have devolved decision making to local commanders who are accountable for results. Our focus is on outcomes. We have developed effective systems and on-going monitoring to retain flexibility to deal with emergencies, and expertise to meet our state-wide commitments.

We will measure our progress by the proportion of resources at the front line; use of forensic techniques; and numbers of alleged offenders proceeded against.

Our specific intentions for the period 2004-2007 are to:
- **provide a safe community environment** through containment and prevention of crime, maintenance of peace and order, and maintenance of strategic partnerships

- **reduce crime** through improved detection and prevention systems based on intelligence-driven, problem-solving processes and high police visibility

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- **increase positive investigation outcomes** through enhanced criminal investigation capacity, improved detection processes, and use of cutting edge approaches and technologies (eg DNA)

- **restore public confidence in the integrity of NSW Police** with corruption resistant processes, improved supervisory practices, local level complaints management, integrity tests, cultural change, professionalism and accountability

- **improve leadership, supervision, and management** through leadership development, better selection processes, improved work practices, performance management, training and mentoring

- **improve work practices** to deliver higher quality, needs-oriented, appropriately resourced services

- **improve use and understanding of data, facts and knowledge** through better systems, training, alignment of processes, communication and knowledge management

- **enhance employee job satisfaction, opportunity and professionalism** through support, training, coaching, communication, improved career paths, selection and promotion.

Corporate strategy

Our overarching strategy is good people management practices combined with compliance with stated policy. We summarise it as "people achieving results". It is an approach as applicable to external partners as to members of NSW Police.

This overall strategy, underpinned by six major interlinked strategies, operating internally and externally, will **achieve** our objectives. The particular strategies are to:
- Strengthen strategic partnerships – with communities, government and non-government bodies to counter crime and improve the quality of life of NSW residents and visitors
- Build a committed workforce – by recruiting the right people and fully developing the talents of those people we have
- Improve flexibility of resource allocation – using improved deployment approaches to better support front line police
- Drive improved leadership – at all levels in NSW Police
- Exercise transparent accountability – for all levels of NSW Police
- Use information and scientific technology – to improve work practices and reduce crime.

Our strategy to **strengthen strategic partnerships** - with communities, government and non-government bodies- will counter crime and improve the quality of life of NSW residents and visitors. We will work with these partners in a whole-of-government approach to crime prevention. Use of an appropriate range of intervention strategies will improve the quality of life in NSW by reducing crime and the fear of crime. There will be long term cost benefits to society if these interventions are based on full cooperation with and between relevant agencies. We will base our strategies on extensive research into what does (and does not)

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contribute to crime, and crime prevention. Appropriate allocation of resources will be based on knowledge of the needs of the community at local and state-wide levels to drive our priorities.

We will assess our progress through feedback from relevant stakeholders, opinion-leaders and the community.

NSW Police aims to **build a committed workforce** – by recruiting the right people, and fully developing the talents of people we have. We need people with integrity, who are thoroughly competent at their jobs, and lead their colleagues by example.

We clearly set out the competencies we expect of our people and will, in return for their commitment and hard work, support their development as valued members of NSW Police. In balancing the interests of individuals with the requirements of NSW Police, we must all recognise that the needs of the organisation will often come first.

We will encourage flexibility, creativity and dedication to learning. We will equip our staff with the appropriate skills to make the necessary partnerships with a range of different organisations operate effectively. We want a balanced workforce of committed and motivated staff reflecting the diversity of NSW communities.

To achieve this we need, at all levels, a healthy flow of people in, around, and out of NSW Police, to bring in new ideas and offset insularity. We will target the type of people we need, remembering that front line police, especially those undertaking General Duties, are the heart of policing. We must make this role stimulating and rewarding. Recruits should have realistic career expectations. We shall also develop plans to improve retention levels and continue our civilisation program.

We will provide development opportunities for our people and will make our training effective and responsive, using defined standards of competence. We will continue to value flexibility and all-round ability as part of police work. We need more specialist knowledge and skills to deal with an increasingly complex criminal justice system. We will get this professional and specialist support through internal development, direct recruitment and use of outside suppliers.

NSW Police encourages and supports professional development, and expects all staff to aim for continuous improvement and to seek consistently high standards. We are committed to equal opportunities and to ensure that all staff have the opportunity to develop and acquire relevant skills. In return, our people must take responsibility for their own development through continuous and planned learning to develop to their full potential and help them find job satisfaction and career fulfilment.

We will put in place appropriate rehabilitation and welfare programs to improve sick leave management and maximise operational deployment capacity. We will streamline the police promotion system.

We will assess our progress through feedback from relevant internal and external stakeholders. Our performance assessment process should ensure the development of our people and their personal objectives directly contribute to the achievement of corporate and

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local plans. We will monitor the effectiveness of our training and development systems.

The strategy to **improve the flexibility of resource allocation** has tangible benefits for our internal and external stakeholders, through having the right people with the right equipment in the right places at the right times. We will use better deployment approaches to allocate appropriate staff to priority work and/or to areas of high service demand (high visibility policing is just one example). We will encourage flexibility in service delivery to better meet changing priorities, budgetary considerations and productivity and efficiency measures.

Our service delivery will be information-based, evidence-led, and focused on local problem-solving. It is about empowered professionals providing local solutions to local problems. Strong working alliances with local communities will help us identify, prioritise, work through and resolve the problems experienced in an area.

Use of local police management team-based decision-making, best practice crime management techniques and initiatives are important elements in this strategy. Well implemented information-based policing results in effective and directed patrolling, enforcement and investigation work. We will also implement results of the review of police stations, their operating hours and staffing levels. We will measure our progress through feedback from major stakeholders, internal and external.

We will **drive improved leadership** at all levels in NSW Police. In today's policing environment effective and flexible leadership is vital for all NSW Police business units. We need leaders to show teams where we are heading, to recognise achievements, to develop and support people, to lead by example and to ensure compliance with NSW Police policies and procedures. To this end we will develop staff to be highly effective leaders with excellent management skills. We will also have in place a succession strategy for senior command levels.

We expect all our leaders to give absolutely clear direction of purpose; to build a team environment in which individuals can develop; allow each to achieve fulfillment; to acknowledge the value of each contribution; tell people what is expected, and hold them to account for results through regular performance appraisals.

We will promote a clear vision of leadership and what we expect from leaders in NSW Police. Unit leaders will give staff targets and direction to relate their work to region, local area and NSW Police objectives. For instance, all staff at a LAC should work towards objectives for which the LAC commander is accountable.

Our leaders must be willing to challenge traditional practices and find better ways of delivering service and achieving results. Police leaders must be good managers and motivators, as well as able to take effective operational command.

Leaders achieve most when they inspire their people and show by example how they expect them to act. We will help leaders to improve interactions with staff. We expect operational leaders to spend a good proportion of their time working alongside their officers both inside and outside police stations.

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NSW Police personnel with management responsibilities will need to develop and use management skills to organise, plan, budget, monitor and appraise.

We will assess our progress against how well we meet our objectives. The success of initiatives and projects will demonstrate the quality of management in NSW Police.

A very important part of our ongoing improvement program is to **exercise transparent accountability** – for all levels of NSW Police. This accountability will cascade from the Commissioner down to the latest recruit and encompasses both sworn and non-sworn personnel.

At a corporate level, data on our performance are presented in the NSW Police Annual Report. Our performance is also measured by external oversight bodies including the Police Integrity Commission (PIC), the NSW Ombudsman, the Audit Office of NSW, the NSW Council on the Cost and Quality of Government, the Bureau of Crime Statistics and Research (BOCSAR) and the Steering Committee for the Review of Commonwealth/State Service Provision.

We are devolving decision making to local commanders/managers, who in turn will hold their staff accountable for high standards of performance, while supporting them in the difficult job they do. To do this effectively they need timely, appropriate and accurate information on which to base these decisions and subsequent actions.

Business and financial accountability will be devolved to the most efficient level and must be accompanied by sound financial practices and procedures.

Regular performance assessment will take place at the corporate, business unit and individual levels. Where applicable, the context for the assessment will be the unit leader's performance agreement and the unit's business plan.

Progress in this area will be demonstrated through the results included in reports on corporate performance; the establishment, maintenance and regular use of internal performance assessment processes; and feedback from NSW Police members and other stakeholders.

The strategy to **use information and scientific technology** – to improve work practices and reduce crime - is an integral part of best practice policing. It is based on an integrated range of new and enhanced facilities, equipment and technology. This approach will help us to work more skilfully, not just harder, to combat crime and ensure the safety of community and front-line police. Another outcome of the strategy will be to give NSW taxpayers the best return for the money we spend.

We use sophisticated infrastructure, such as technical and police intelligence systems (eg. crime pattern analysis, surveillance devices) to appropriately meet demands. Recent breakthroughs in the application of DNA technology in crime investigation help us in the investigation of serious crime. Modern equipment (eg in car video recorders) will help us to respond more quickly and appropriately to community needs in as safe an environment as policing allows.

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We will use timely, appropriate and accurate information as a base for managerial decisions, subsequent actions and resultant accountability. We will enhance our criminal investigation capacity and improve and extend our IT infrastructure giving priority to systems which provide management information in the most efficient and effective way. We will aim at having data entered only once and for staff at any level of the organisation to have access to all the information they need as part of their normal working environment. Our aim is to reduce red tape and produce accurate, relevant and reliable management information.

Our people will be trained to use and have access to data to investigate crime, capture evidence, track emerging evidence, track emerging crimes, design crime prevention programs and be more accessible to the community. All managers/ commanders are expected to use management information, including financial information, effectively for setting objectives, planning operations and reviewing performance.

We will assess our progress through feedback from the relevant internal and external stakeholders. Audits and self assessments (use of CMF) will be used to recognise progress and deficiencies in the way we use information for action. We will use data quality mechanisms to ensure that the information collected is accurate, valuable and efficiently obtained.

Change

NSW Police has undergone considerable change since the conclusion of the Wood Royal Commission in 1995. The change component of our overall corporate strategy will ensure ensures that the change process is clearly defined, managed and monitored. Focus will be on the changes in leadership processes, culture, and people management needed to provide a more effective working environment for NSW Police.

The changed, or 'reformed', NSW Police will be one displaying:

- corruption resistance
- supportive leadership at all levels
- an innovative and ethical working culture and
- organisational excellence through a devolved structure.

To truly effect change, we must all:

- reject unacceptable behaviour and promote professionalism
- commit to effective communications throughout the organisation
- improve credibility internally and externally
- maintain high quality standards
- make positive change something we embrace, not resist.

We will focus on four (4) specific themes covering 23 projects designed to achieve **organisational change** and agreed between NSW Police and the Police Integrity Commission, following expert analysis provided by the Qualitative and Strategic Audit of the Reform Process (QSARP) and the APP Corporation.

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Key Change Areas

Leadership

Objective   Ensure leaders consistently make strategic decisions, solve problems, manage people well and understand the needs of Government and the community.

Culture Change and Integrity

Objective   Ensure that staff operate internally and externally in a way that reflects and demonstrates commitment to the values of a changed NSW Police. These values include professionalism, integrity, competence, respect for the individual, teamwork, effective use of information and accountability to Government and community.

People Management

Objective   Ensure that NSW Police is recruiting and selecting the right people for the needs of the future, and fully utilising and developing the talents of the people it already has. In addition we have to reinforce the value of the individual in the organisation and create a work environment with high morale, motivation and performance.

Devolved Structure

Objective   Ensure that systems, processes and structures are aligned and integrated to support good management and 'best practice' both in operational and support areas.

Projects in the Key Change Areas

KEY CHANGE AREA Leadership	KEY CHANGE AREA Culture Change and Integrity
Projects: • Review of CET functions and processes • CET performance and accountability • Establishment of a program management office • Reform measures • Leadership definition • Leadership implementation • Program Management Office	**Projects:** • Culture definition • Culture implementation • Corruption resistance • Knowledge management
KEY CHANGE AREA People Management	KEY CHANGE AREA Devolved Structure
Projects: • Complaints management project	**Projects:** • Process review

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• Promotions system • Recruitment and retention • Job stream responsibilities • Performance management policy • Performance management system • Human resources plan • Resource allocation • Succession planning • Long Term Sick	• Police-Community partnerships

What does Change look like?

The changed or 'reformed' NSW Police will clearly display characteristics of corruption resistance, leadership, and a working culture that is striving for organisational excellence.

a. **Corruption Resistance**

We will have a culture that is resistant to corruption when we create an environment where staff are not tempted to pursue corrupt activities.

This will occur when

- staff feel valued
- staff are appropriately rewarded
- there is transparency of performance and activities
- leaders actively model desired behaviours
- human resource system components (eg recruitment and retention, performance management etc) are aligned to the values of a corruption resistant organisation, including complaints handling, promotions and succession planning
- robust and constructive relationships are developed with external oversight bodies.

b. **Leadership and Working Culture**

We will have a good working culture and ethic when we clearly display that we are an organisation where:

- innovation and contribution is encouraged and recognised at all levels, regardless of rank and structure
- CET and senior management actively drives the Change Strategy
- CET, Region Commanders, Local Area Commanders and Duty Officers are accountable for, and model, defined leadership qualities, including trust and respect, transparency and mentoring.

c. **Organisational Excellence**

We will be able to clearly display positive change when NSW Police operational environment is evidenced by

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- clearly understood, accepted and monitored responsibilities at all levels
- quality project management infrastructure to manage change and ensure change is effected
- effective teamwork
- exchange of information and knowledge at all levels
- clearly displayed leadership.

Change performance measures

NSW Police has made significant progress toward reform over the years, but that progress has not been measured. To assess and demonstrate how we are performing, the measures for change will include:

a. **Corruption Resistance**

Milestone Measures

- Change plan reviewed, agreed to, resourced and signed-off by CET (annual activity)

- Organisation-wide culture and leadership surveys

- Transparent performance reporting and performance management systems in place and operational

- Scheduled achievement of complaints handling, promotions, succession planning and performance management projects (these help create an environment where corruption resistance is possible)

Outcome measures

- From staff survey: extent to which staff feel valued by the organisation

- Complaint trends (Indirect measure)

- Sick leave/absentee trends (Indirect measure)

b. **Leadership and Working Culture**

Milestone Measures

- Adequate completion of culture and leadership projects (from Change Strategy 2004-2007)

Outcome measures

- Quantitative measure from staff survey which will show whether:

  - staff are aware of the need for change

  - staff accept the need for change

  - managers model behaviours that promote corruption resistance

  - staff believe their views and perspectives are listened to and addressed

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c.   **Organisational Excellence**

Milestone Measures

- A reform program management office in operation

- Achievement of Commissioner's Performance Agreement

- Achievement of change plan

Outcome measures

- Staff satisfaction with the performance management system

NSW Police is committed to continuing its progress towards achieving world's best practice in ethical and cost effective policing. The Commissioner's Executive Team will regularly review performance against these measures.

Performance measures

Performance measures provide an objective basis for designing the activities of the organisation towards clear and well-defined goals. The measures provide management with the most accessible and relevant information for tracking desired results and represent factors that can be tracked on an ongoing basis.

We have one overall success measure supplemented by ten primary corporate performance measures, some of which can be drilled down for inclusion in business plans at the individual business unit level.

Our aim is to eventually have corporate measures which are also appropriate for individual business units, and can be easily accessed by them. By limiting the number of measures, and applying them to the appropriate objectives, strategies and key result areas we provide data to benchmark against other jurisdictions and consistency in our reporting to internal and external bodies.

Overall success measure

Our **overall success measure** is a high level of public trust and confidence in police and satisfaction with policing services.

We measure public satisfaction levels of confidence in the police; professional performance; police honesty; equitable treatment; increased feelings of safety in a range of situations; and perceptions of neighbourhood problems.

Our performance is also measured by external oversight bodies including the Police Integrity Commission (PIC), the NSW Ombudsman, the Audit Office of NSW, the NSW Council on the Cost and Quality of Government, and the Bureau of Crime Statistics and Research (BOCSAR).

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Each year our performance is reported in NSW Police's Annual Report, in NSW State Budget Papers and the national Industry Commission (Council of Australian Governments [COAG]) Service Provision report.

Performance measures

The major performance measures we use can be applied across our objectives, strategies, KRAs and service delivery programs.

Performance measure	Objective	Strategy	Service delivery program
Community confidence in police	A high level of public trust and confidence Reduced crime and violence Improved public safety Motivated workforce Improved work practices	Strengthen strategic partnerships Build a committed workforce Improve flexibility of resource allocation Drive improved leadership Exercise transparent accountability	Community support Criminal investigation Traffic Judicial support
Community fear and concern about safety and social disorder	A high level of public trust and confidence Reduced crime and violence Improved public safety Motivated workforce Improved work practices	Strengthen strategic partnerships Improve flexibility of resource allocation Drive improved leadership Use information and scientific technology	Community support Criminal investigation Traffic Judicial support
Response times to urgent calls for service	A high level of public trust and confidence Reduced crime and violence Improved public safety Improved work practices	Strengthen strategic partnerships Improve flexibility of resource allocation Drive improved leadership Use information and scientific technology	Community support Criminal investigation Traffic
Crime trends with focus on • assault • robbery	A high level of public trust and confidence Reduced crime and violence Improved public safety	Strengthen strategic partnerships Build a committed workforce	Community support Criminal investigation Traffic

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Performance measure	Objective	Strategy	Service delivery program
• break and enter • stealing • stolen motor vehicles • malicious damage	Motivated workforce Improved work practices	Improve flexibility of resource allocation Drive improved leadership Exercise transparent accountability Use information and scientific technology	Judicial support
Trends in court processes (eg alleged offenders proceeded against)	A high level of public trust and confidence Reduced crime and violence Improved public safety Motivated workforce Improved work practices	Strengthen strategic partnerships Build a committed workforce Improve flexibility of resource allocation Drive improved leadership Exercise transparent accountability Use information and scientific technology	Community support Criminal investigation Traffic Judicial support
Trends in road fatalities and injury crashes (per 100,000 vehicles)	A high level of public trust and confidence Reduced crime and violence Improved public safety Improved work practices	Strengthen strategic partnerships Improve flexibility of resource allocation Use information and scientific technology	Community support Criminal investigation Traffic
Trends in use of forensic processes (eg crime scenes attended and prints taken)	A high level of public trust and confidence Reduced crime and violence Improved public safety Motivated workforce Improved work practices	Strengthen strategic partnerships Build a committed workforce Improve flexibility of resource allocation Drive improved leadership Exercise transparent accountability Use information and scientific technology	Criminal investigation Judicial support

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Performance measure	Objective	Strategy	Service delivery program
Trends in complaints – (numbers, outcomes)	A high level of public trust and confidence Motivated workforce Improved work practices	Strengthen strategic partnerships Build a committed workforce Drive improved leadership Exercise transparent accountability Use information and scientific technology	Community support Criminal investigation Traffic Judicial support
Trends in absence and retention levels	A high level of public trust and confidence Reduced crime and violence Improved public safety Motivated workforce Improved work practices	Strengthen strategic partnerships Build a committed workforce Improve flexibility of resource allocation Drive improved leadership Exercise transparent accountability Use information and scientific technology	Community support Criminal investigation Traffic Judicial support
Proportion of resources at front line	A high level of public trust and confidence Reduced crime and violence Improved public safety Motivated workforce Improved work practices	Strengthen strategic partnerships Build a committed workforce Improve flexibility of resource allocation Drive improved leadership Use information and scientific technology	Community support Criminal investigation Traffic

Service Delivery Programs

The primary function of NSW Police is to reduce crime, maintain public order and protect the life and property of everyone in the State without fear or favour. We allocate resources to core business while recognising that NSW Police must provide NSW residents with a 24 hour support service.

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Services we provide to NSW residents and visitors are grouped into output based programs (service delivery classes) that align with NSW government budget allocation requirements and correspond with programs of other Australian police services.

We have four programs underpinned by a common sub-program of internal support services. The programs and their components are:

Program 1.0 Community support

Service 1.1   24 hour service
1.1.1   Patrols
1.1.2   Communications
1.1.3   Station based customer service
1.1.4   Station operations

Service 1.2   Crime prevention
1.2.1   Community liaison
1.2.2   Special operations
1.2.3   Firearms registry

Service 1.3   Events and emergency management
1.3.1   Events management
1.3.2   Emergency management

Program 2.0 Criminal investigation

Service 2.1   Investigation
2.1.1   Local crime investigation
2.1.2   Centralised serious crime investigation
2.1.3   Technical crime support

Program 3.0 Traffic

Service 3. 1   Traffic services
3.1.1   Highway patrols
3.1.2   Parking patrols
3.1.3   Infringement processing

Program 4.0 Judicial support

Service 4. 1   Judicial and custodial services
4.1.1   Judicial services
4.1.2   Custodial services

Common sub-program support services

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Service 5.1   Internal support services
5.1.1 Finance
5.1.2 Human resources
5.1.3 Education and training
5.1.4 Audit
5.1.5 Information technology
5.1.6 Legal services
5.1.7 Public education and information
5.1.8 Internal communication
5.1.9 Operational program support
5.1.10 Other general management

Service 5.2   Resources
5.2.1 Properties
5.2.2 Purchasing and supply
5.2.3 Fleet management

Community support 1.0

Our community support program aims at improving community safety and security, reducing crime and minimising the adverse effects of public emergencies and disasters.

We provide community support to ensure a level of public order and community confidence so people in NSW can go safely about their lawful activities. We do this through maintaining the peace, crime prevention and emergency management coordination.

Our Community Support program activities include:
- responding to calls for help (made by phone or in person), recording necessary details and attending where necessary or requested;
- patrolling (by foot, car, bicycle, horse, boat launch) to provide a police presence to protect the community and deter criminal activity;
- policing public events (sports, parades, demonstrations, celebrations [eg New Year's Eve, Australia Day]) to preserve order and control crowds;
- community liaison and crime prevention partnerships with groups involved in social issues such as youth, indigenous and multicultural affairs, gays and lesbians, the unemployed, domestic violence, and child abuse;
- community education to reduce the impact of crime and provide preventive measures;
- answering public inquiries;
- enforcement of licensing laws for the sale of liquor, pawn-broking, ownership of firearms, and commercial and private inquiry agents;
- protective services for VIPs, internationally protected persons and other dignitaries;
- involvement in ceremonial and state occasions;
- responding to emergencies and disasters;
- hostage and siege response;
- coordinating the response from other emergency services;
- developing and maintaining emergency plans; and
- emergency management training.

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Criminal investigation 2.0
Our criminal investigation program aims at detecting, investigating and reducing the incidence of crime. We conduct criminal investigation to detect and bring before the courts those who are allegedly responsible for committing crimes.

Our investigative function covers:
- investigating local, major and organised crime, detecting and arresting offenders;
- providing technical and specialised support ;
- intelligence gathering, tactical and strategic intelligence assessments, operational intelligence, risk assessments, trend analyses;
- liaising with other policing agencies on a state and international basis including assistance in extradition proceedings;
- collecting and securing evidence;
- preparing briefs of evidence for presentation at court;
- surveillance;
- recovering property;
- asset confiscation, and;
- providing forensic services (specialist expertise in areas of crime scene examination, fingerprints, clinical forensic medicine, ballistics, document examination, video operations and photographic identification services) to help the investigation of crimes.

Traffic services 3.0
We provide a range of traffic services to minimise road trauma, promote orderly and safe road use, and ensure the free flow of traffic.

Our traffic management and road safety activities are:
- high visibility traffic patrolling;
- enforcement of traffic laws;
- crash attendance and investigation;
- liaison with other government and non-government bodies (RTA, local councils, community groups) involved in road safety, traffic control, street lighting, road design, car design and public education;
- speed related operations;
- alcohol and drug detection (RBT etc);
- traffic research, and;
- traffic information management.

Judicial support 4.0
Our judicial support programs aims at providing efficient and effective court case management; safe custody; fair and equitable treatment to alleged offenders and compassion and respect for victims rights.

The activities in our Judicial Support program include:
- prosecution;
- brief handling;
- maintaining bail and warrant processing services;
- exhibit management;
- initiating court processing eg Future Service CAN.

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- using alternative methods to charge, such as warning, cautioning;
- presentation of evidence;
- providing services to the Coroner;
- witness support.

All programs are underpinned by support services in a **common subprogram.** Activities in this sub-program are:

- general management;
- people management (rosters, training, complaint investigation);
- public education and information;
- internal communication;
- operational program support;
- intelligence;
- planning;
- asset management;
- finance services;
- human resource management;
- policy;
- interdepartmental liaison; and
- information technology.

This allows us to meet the needs of our stakeholders and deliver front line policing efficiently and effectively.

We have adopted the concept of organisation-wide continual improvement based on the Australian Business Excellence Framework (ABEF) and its seven categories of:
- leadership and innovation
- strategy and planning processes
- data information and knowledge
- people
- customer and market focus
- processes, products and services
- business results

Quality standards are the basis for improvements in systems and processes. Our aim is to have all NSW Police members, systems and processes provide a consistently high standard of service delivery.

The following table indicates applications of corporate strategy and some of the resultant activities for each of the NSW Police service delivery programs.

Program	Appropriate strategy	Possible activities
Community Support		
24 hour service	• Strengthen strategic partnerships • Build a committed workforce	• PAL (Police Assistance Line) • tasking

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	• Improve resource allocation • Drive improved leadership • Use information and scientific technology	• supervision • quality assurance • consultation
Crime prevention services	• Strengthen strategic partnerships • Build a committed workforce • Improve resource allocation • Drive improved leadership • Use information and scientific technology	• consultation • use of data • identification of prolific criminals and high risk areas • visibility • tasking • planning • teamwork within and between commands • supervision
Events and emergency management services	• Strengthen strategic partnerships • Build a committed workforce • Improve resource allocation • Drive improved leadership • Use information and scientific technology	• education • consultation • training • use of data • use of improved technology • communication
Criminal investigation services	• Strengthen strategic partnerships • Drive improved leadership • Exercise transparent accountability • Use information and scientific technology	• use of technology • consultation • training • benchmarking • data collection/ analysis/ interpretation/ use • teamwork within and between commands • supervision

Traffic services	• Strengthen strategic partnerships
	• Build a committed workforce
	• Improve resource allocation
	• Drive improved leadership
	• Use information and scientific technology
		• strategic partnerships
		• consultation
		• education,
		• use of technology
		• tasking
		• teamwork within and between commands
		• focus on:
		  - speed reduction
		  - hot spots
		  - drink driving
		  - seat belts
		  - dangerous driving

Criminal justice support services	• Strengthen strategic partnerships
	• Drive improved leadership
	• Use information and scientific technology
		• training
		• monitoring
		• consultation and collaboration
		• education on:
		  - criminal justice reform
		  - victim research
		  - customary law application
		  - diversionary approaches

Common sub-program of internal	• Strengthen strategic partnerships • Build a committed workforce • Improve resource allocation	• teamwork within and between commands • recruitment, • professionalism

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support services	• Drive improved leadership • Use information and scientific technology	• training • civilianisation • standards • performance management • customer focus • budgeting • resource allocation modeling • technology • research (customer, service delivery, strategic directions) • data management, • performance measures

Conclusions

This *Corporate Plan 2004-2007* states our directions for the next three years. We review the *Plan* each year to make sure our priorities align with internal and external stakeholder needs and current circumstances.

The *Plan* describes our values, priorities, what we will make happen, broadly how we will do this and how we will measure our progress.

We will increase public satisfaction with police and policing services by improved communication, tackling crime, and providing appropriate responses to calls for service. We will use the *Plan* as the corporate basis for local plans designed to best meet local needs. Internally we will review and refine work practices and conditions to make NSW Police a better place to work.

This *Corporate Plan 2004-2007* sets out how we are taking up the challenge to provide NSW with an effective, efficient, responsive policing service in the short term and well into the 21st century.

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Appendix Nine – Acronyms and Abbreviations

APP   Australian Pacific Projects

Appendix 31   Found in the final volume of the Wood Royal Commission, this document lays out the ten areas in which reform could be measured.

CET   Commissioner's Executive Team

EMB   Employee Management Branch, a section of NSW Police

EM   Employee Management, a Human Resources system within NSW Police

KRA   Key Result Area

LDP   Leadership Development Program

QSARP   Qualitative Strategic Audit of the Reform Process

NSW Police   Current name of the former Police Service. Renaming announced on 24 July 2002 press release 'Police Service name changed: the 'Force' Restored' by the then Minister for Police the Hon Michael Costa MLC to signal "that the primary task of our police is to enforce the law".

OCR   Operations and Crime Review

OP&D   Organisational and Policy Development Directorate

PACT   Police Accountability Community Teams

PIC   Police Integrity Commission

PMS   Project Management System

Police Service   Former name for NSW Police. Following the Lusher Inquiry in 1981 the then NSW Police Force was given this name by Commissioner Avery to reflect the shift in policing from force to community based policing.