7   Operational Policing Services

Operational policing is the core area of service delivery for the QPS. Section 2.3 of the PSA Act describes the functions of the Service. See Appendix 6.

In 1993 the QPS BOM defined operational and non-operational policing positions as follows:

- operational positions are those positions/functions that contribute directly to the prevention of crime, the detection or prosecution of offenders, or the preservation of public order and safety and, in doing so, are generally interactive with or visible to the public, and

- non-operational positions are those positions/functions that are not included in the operational areas.

The functional areas captured by the term operational include General Duties, Traffic Branch, Tactical Crime Squads, Child Protection Investigation Units (CPIU), Criminal Investigation Branch (CIB), Prosecutions, Scenes of Crime Officers (SOCO), investigators within SCOC and specialists within OSC (e.g. Forensics, Special Emergency Response Team, Dog Squad). Appendix 7 contains a more detailed list of the roles that come within the QPS operational and non-operational definitions.

7.1   The expanded role of operational police

Policing is an increasingly complex profession with responsibilities, functions and accountabilities growing substantially since the release of the Fitzgerald Inquiry Report. Fitzgerald (1989, p.185) highlighted a range of issues affecting the provision of policing services, including:

- 'Allocations are determined by reference to overall government policies, rather than by calculation of the amount needed for effective law enforcement or to achieve any particular level of performance.'

- 'The capacity of the force to take on more work is disregarded, while at the same time its role is constantly expanded.'

- 'There is usually no attention paid to its inability to cope with additional burdens without diverting resources from other tasks, and there is no attempt to allocate priorities. It seems to have been implicitly assumed that a virtually unlimited number of laws could be enacted and left to the police to enforce and that there was no need to assess the desirability of legislation by reference to other laws or the resources available for their enforcement.'

Some 20 years later, these same issues were raised to the Review Team as still being a major impediment to effective service delivery by the QPS.

Despite these generally externally driven challenges there have been advances in the delivery of operational policing over the past several decades. It is apparent that policing in Queensland has, in part through the OPR process, developed a capacity to focus policing activity on crime problem areas with positive results. There have also been significant increases in the QPS budget and number of employees over this period. Extra responsibilities have been added to the QPS with some receiving an additional resource allocation. For example, the Outlaw Motorcycle Gang (OMCG) Task Force Hydra, which is responsible for coordinating the state-wide management

of intelligence holdings on OMCG and investigating incidents that involve OMCG members, was a government commitment in the 2007-2008 budget that came with funding of $1.3m. Similarly the introduction of drug detection dogs saw resources supplied to the QPS.

During the Review consultation process it was evident that the overwhelming majority of police officers and staff members at all levels are committed to working towards community safety and the OPR was consistently identified as a useful tool to encourage and overview the effectiveness of operational policing activities. However, it was equally clear that the QPS is challenged in meeting all demands for service in a number of areas and many police officers and staff members advised the Review that they were overloaded and unable to focus on the highest priority activities for community safety. A number of those consulted expressed a view that the QPS was increasingly expected to take on more with no, or limited, ability to negotiate or reject additional responsibilities and that the QPS, or individual members, would be held to account for any failings. This was compounded by additional administrative and data entry requirements that were impeding service delivery.

These issues are not unique to the QPS. A recent inquiry in Canada reported 'demands on the Royal Canadian Mounted Police to provide an expanding range of policing service, combined with mounting administrative requirements, have left the force increasingly unable to satisfy its obligations'. It identified that it 'continues to meet its commitments only because its members are prepared to work too long and too hard to compensate for lack of resources'. [3] This reflects the position presented to the Review that in some places in Queensland it is only the dedication of police officers and staff members that allows the QPS to meet service delivery demands.

Each policing activity if considered in isolation is not of itself necessarily burdensome. Where it becomes an issue is when the capacity of the QPS to respond effectively and efficiently, while at the same time satisfying reasonable community expectations, is impeded by additional roles and responsibilities, imposed internally and externally, often without either additional resources or prioritisation of the use of existing resources. Some of the strain experienced by the QPS arises because it is resourced to provide a 24 hour, seven day a week service when other agencies are not resourced on this basis. The QPS then often takes on the role of other agencies when they are not available.

Section 2.3 part (g) of the PSA Act creates some areas of concern for the QPS. This part essentially provides for the QPS to provide services that are reasonably sought, in an emergency or otherwise, under any Act or law or the reasonable expectations of the community. What this does is create uncertainty for managers in terms of interpreting and giving effect to this part of the Act. Managers need clarity as to when it is acceptable to reject or prioritise tasks that are considered to be outside of 'core' policing business, the responsibility of another agency and/or beyond the capacity of the QPS to address at the time. This needs to be addressed through clearly documented evidence based policy and practice.

Over the years the role of operational police has been expanded through:
- legislative and policy change
- undertaking work for other agencies, and

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[3] RCMP Task Force Report "Rebuilding the Trust", pp. 23-24. http://www.publicsafety.gc.ca/rcmp-grc/report-rapport-eng.aspx

- responses to emerging social issues.

The operations of the QPS are largely dictated by legislation, consequently the efficiency of policing operations can be affected by changes in, or additions to, legislation or government policy. Fitzgerald (1989. p. 187) raised the issue of a continual and ad hoc approach to legislation and suggested 'laws must be designed to meet only those matters of legitimate major concern. Funds and resources must be allocated to the enforcement of those laws, and not dissipated on less important matters. It is futile to continue to forbid more and more conduct by laws which cannot be enforced either because of their nature or because of cost/resource considerations'. He noted that the consequence of this is available resources being spread more and more thinly.

This remains a major issue for the QPS. While in some cases the QPS or the Queensland Police Union of Employees (QPUE) has lobbied for the legislative change, in other cases, the government itself has responded to community concerns and added extra responsibilities to the organisation. In some of these cases the issues have been created by either a lack of capacity within the QPS, or despite the efforts of the organisation to influence the development of the legislation. Regardless, the outcome resulted in a subsequent significant impost on the effective delivery of operational policing services. It is acknowledged that the development of legislation relevant to the QPS can be challenging where a number of agencies are involved and where ultimately its final form will be determined by the government. However, it is critical that a balance is struck between legitimate legislative requirements and efficient policing services.

The creation and growth of the PPR Act provides a ready snapshot of the expanded legislated responsibilities placed on the QPS. When first enacted in 1997 the PPR Act contained 138 sections with two schedules. In 2008 the PPR Act now contains 864 sections with six schedules. The PPR Act provides for a range of powers and authorities that contribute to public safety some of which had never before existed in Queensland. In other cases powers found in other legislation were incorporated into the PPR Act. While the expansion of the PPR Act may be justifiable what is at issue is whether the QPS currently has the capacity to fulfil the responsibilities required by this and other additional legislation.

Specific examples of legislative change which were raised with the Review Team as effecting service delivery include:

- the Australian National Child Offender Register (ANCOR)
- 'hooning' legislation, and
- emerging legislation aimed at policing of societal dysfunction.

Some offenders who have been convicted of committing sexual or other serious offences against children must, after they are released into the community, keep police informed of certain personal details recorded on the ANCOR. There is concern that ANCOR has created an expectation within the community that police are 'managing' these offenders. The Review was advised that this has created a significant workload, particularly on CPIU's around the state with some officers being diverted to undertake a full-time role checking on offenders within their geographical area of responsibility to ensure they are complying with the requirements related to the register. As at 31 March 2008, 2661 people were recorded on the Queensland section of the ANCOR and this figure is continuing to grow.

The application of the recent 'hooning' legislation was raised as a piece of legislation with good rationale but one where the full implications of using the legislation and its impact on policing resources have not been fully considered. What was previously an enforcement process using a traffic infringement notice now requires the person to be placed before the court. The Review Team was advised that not every vehicle that could be seized is seized, as officers found the process to be very time consuming and a negative impost on their ability to respond to other calls for service. Additionally, concern was raised about the management of seized vehicles and the substantial work demands that the legislation requires not just at the time of seizure but the management of the vehicles through to disposal. Examples were provided where tow truck companies were reluctant or refused to tow and store the vehicle, as they were doubtful of being recompensed adequately for their service, particularly when the vehicle sale was unlikely to cover the cost of the tow or storage. The Review Team was advised that the process around the impounding of these vehicles involves some duplication with police needing to prepare an application for orders when they relied substantially on the same information that is presented to the court to deal with the substantive offence.

Police across the state expressed a view to the Review that there was a growing vagueness to the legislation requiring a policing role, particularly where legislation was being mooted or enacted to address societal dysfunction. The examples cited to support this included the amendments to the *Liquor Act 1992* that would regulate the supply of alcohol by parents to minors that are likely to be particularly difficult to enforce, as there is little guidance as to what is a 'reasonable' amount of alcohol to be provided by a parent. In this situation the community have an expectation of a particular outcome but it will be difficult or very resource intensive for police to enforce the legislation. It must be considered whether these types of roles are a priority for police in the current environment, whether some other agency would be more suited to enforce this legislation, or whether there are other non-legislative solutions.

Service delivery by the QPS is also affected where it is required to police according to the requirements laid down by legislation developed and administered by other government agencies. In these cases the QPS has not always had the capacity to meaningfully influence the resource impost created by the relevant Act. The *Domestic and Family Violence Protection Act 1989* was raised as a particular example in this area. The legislation is the responsibility of the Department of Communities, but the QPS provides the overwhelming majority of the government response and resources to domestic and family violence. A series of mandatory requirements are placed on the QPS that have a significant affect on operational policing. The Review was consistently advised that the management of domestic violence issues was a time consuming exercise, not so much for the time spent at the scene but more so for the subsequent administrative process.

The QPS also conducts work for other agencies, some of which detracts from the ability of the QPS to meet calls for service and other operational policing functions. The main agencies are:
- Queensland Corrective Services (QCS)
- QT
- Department of Child Safety (DChS), and
- Department of Justice and Attorney General (DJAG).

The management of prisoners was a consistent theme of concern raised to the Review across all areas of the state and has been a contentious issue for some years. Officer safety, removal of officers from rostered duties and cost were referred to as problems arising from the management of prisoners in watchhouses who have been sentenced and fall within the responsibility of QCS. This is not a new problem and the QPS has expended considerable effort in an attempt to find solutions.

QCS prisoners are regularly located in police watchhouses that service a court. Between 1 February 2008 and 2 May 2008 in the Brisbane City Watchhouse there was on any one-day a minimum number of 22 QCS prisoners and a maximum of 65, with the average being approximately 42 per day during this period. The average length of stay of QCS prisoners during this period was 6.6 days. While the QPS advises that where possible QCS prisoners and offenders in QPS custody are kept apart, this is not always possible and presents some risk to the QPS.

The Review was advised that the effect on the QPS is that police officers are often removed from general duties functions to transport ill prisoners to the hospital, wait around sometimes for many hours while the person is treated and then return the prisoner to the watchhouse. Also when the number of QCS prisoners increase (e.g. people sentenced or returned from the QCS facility to appear in court) police crews are removed from other rostered functions to guard prisoners. In addition, when a prisoner is required to appear in court for just a single day the time in police custody can extend for several days. For example even in the south-east of the state, e.g. the Gold Coast, a prisoner must be collected on day one to appear in court on day two and usually cannot be returned to the correctional facility until day three.

The transport of prisoners to and from court and jails was also raised as a heavy resource impost on the QPS that affected police ability to provide other services. Police officers, vehicles and aircraft are constantly engaged in the transport of prisoners, particularly in remote areas of the state. These costs can be significant, particularly for those areas with Indigenous communities as efforts are made to remove Indigenous prisoners as quickly as possible from small station watchhouses to 24-hour facilities.

The specific issues raised that exacerbate the management of QCS prisoners include:

- QCS facilities have set hours for accepting prisoners and will not accept prisoners later in the afternoon or early evening, the time when courts usually conclude business

- QCS facilities accept a limited number of new prisoners each day, as an assessment process is necessary

- while video conferencing is available in some correctional facilities and in some courts there is no compulsion for the equipment to be used. This results in prisoners being transported to court, sometimes for very short appearances or being transported to facilitate access to their legal advisors. There are initiatives such as the use of webcam being trialled by other jurisdictions, such as New South Wales (NSW) which could be investigated to alleviate this workload, and

- police are not trained in the extended management of prisoners nor are police watchhouses as suitable as correctional facilities to hold prisoners for extended periods. This creates a risk of harm to police officers and prisoners from other prisoners particularly in centres where there are large numbers of prisoners and poor police to prisoner ratios.

The QPS also undertakes work for QT in a number of centres around the state including driver license testing, licensing renewals and registration renewals. In Southern Region over 20 000 hours is assigned to driver licence testing for QT. The Review Team was advised that the work of staff members in some stations is predominantly QT related which negatively affects their ability to support QPS needs. Police officers in some areas also provide a vehicle inspection service regarding surrogate vehicle identification particulars. In addition, while ordinary traffic infringement notices are processed by QT the QPS processes camera-detected offences.

While police have responsibilities under the *Child Protection Act 1999,* the Review Team was advised that multiple notifications were regularly made by the DChS, which also has responsibilities under the Act, late in the afternoon particularly on a Friday when departmental staff were no longer available. Police identified that there are mandatory alerts to the DChS in the case of children at risk from domestic violence situations. It was suggested that DChS does not always follow up on these alerts and the QPS is left to deal with the matters. However, DChS suggest that this policy is misguided in terms of what can be achieved by a referral. DChS also identified the sometimes detrimental consequences to the department by QPS policy practices or changes, sometimes with little notice. One example was the requirement for missing person reports for young people who repeatedly abscond to be made in person by DChS staff rather than by telephone, particularly where the majority of details are already on file.

There are also a number of roles undertaken on behalf of the DJAG. The Review was advised that police are regularly called upon to guard juries overnight with police being advised as late as 7pm on the night. This demand can only be met by taking police officers from operational policing duties. In the case of the Brisbane superior courts the juries can also be sequestered in places some distance away (e.g. Ipswich, Gold Coast, and the Sunshine Coast depending on the availability of accommodation). This presents problems, particularly on a Friday night in Brisbane Central Business District (CBD) where an increased policing presence is critical to the safety of the patrons of the city nightlife. In many centres around the state police are also required to perform court orderly roles, often with minimal notice and necessitating the removal of police officers from operational roles.

The Review was advised that there is limited collaboration between the QPS and magistrates and judges. This creates challenges for both sides with police officers advising the Review that court practices often create workload and service delivery impediments. On the other side the Review was advised that the QPS often has delays in providing briefs of evidence to the defence which results in the defence not having the evidence to adequately advise the defendant on an appropriate plea and the court having to continually adjourn matters. It was suggested that the QPS would benefit from examining the NSW approach where the Office of the Director of Public Prosecutions advises the police whether the charge is appropriate. This has the effect of reducing 'overcharging' of offenders, requires a short turn around for the production of briefs of evidence and avoids the production of full briefs of evidence needlessly.

The incidence of mental health issues within the community is placing significant pressures on a number of service providers, including the QPS. In the areas covered by the ESCORT computer aided despatch (CAD) system (Brisbane, Cairns, Townsville, Logan and the Gold Coast) there were 38 376 mental health related jobs

attended to by police between January 2005 and April 2008. This is an average of 959 mental health jobs per month in these areas. Despite the progress made in managing this issue by the QPS, in conjunction with Queensland Health and the Queensland Ambulance Service (QAS), there were still concerns raised to the Review about the affect on operational policing.

The issues raised by police in relation to this are that police are required to respond and return a patient to health services care but often find that patients are almost immediately released again. They are also required to transport patients long distances, for example from north Brisbane to the Gold Coast and Toowoomba. In addition, the effect this has on police service delivery is compounded by the fact that there is no higher priority placed on patients accompanied by police officers through the health system, resulting in police sitting around in hospitals guarding people who are actually Queensland Health patients. There were also concerns raised with respect to mental health incidents where, in some places, QAS officers will not attend mental health matters until police attend the scene to ensure the safety of their officers.

Services provided by the QPS on behalf of other government agencies are currently being reviewed by the QPS in order to identify potential expanded fee for service arrangements or other alternative service delivery strategies to bring about increased service delivery efficiencies. While it has been recognised as an issue the QPS has not to date been able to quantify the extent of the issue.

7.2   Administrative and other workload

High volume, laborious and duplicated administrative work was a consistent concern raised during consultations. Policing inevitably requires administration to satisfy accountability as well as internal and external demands for information. Currently ensuring efficient administrative outputs is complicated by disparate legacy information technology systems and handwritten record systems.

Over time the QPS and government have made some efforts to address administrative burdens, including introducing the Self Enforcing Ticketable Offence Notice System allowing some traffic offences to be dealt with by the automatic issuing of fines, the introduction of the Notice to Appear as an alternative to arrest or complaints and summons and amending the Oath of Service on statements to no longer require a signature in the presence of a Justice of the Peace. However, it appears that these developments are not the result of a systematic approach to improving efficiency in all QPS business processes.

A number of police officers advised the Review that they were often preoccupied with administration tasks which diverted them from work that tangibly contributed to community safety. This burden was reportedly the result of:

- duplication of data recording
- input of data to QPRIME
- collection of data, and
- additional roles

The Review was advised that there was considerable duplication in the recording of data across a range of policing activities. While there are undoubtedly occasions

when the repeated recording of information is necessary and unavoidable, examples were provided to the Review where there was a degree of duplication including:

- traffic crashes require a notebook entry, completion of a six page handwritten form, entry into QPRIME of the same information that is on the form and a breach report if an offence is detected
- reporting crime requires police to complete an incident report in handwritten form and then make a telephone call to the Police Assistance Centre (PAC) to have the same information entered onto the QPRIME system
- investigations into child abuse can require the same information to be provided three times through a PAC report onto QPRIME, Notification to the DChS and a Suspected Child Abuse and Neglect referral
- general duties crew may record an event in their notebook, patrol log, computer log at the station, on a Significant Event message as well as any other data entry requirements such as QPRIME, and
- it was suggested that the extensive recording of detectives' activities via daily occurrence sheets, work performance sheets and ICT systems negated the need to write duplicate handwritten entries into a diary.

While QPRIME has gone some way to alleviating the issue of duplication through the consolidation of legacy systems there are still opportunities for improvement within the organisation. In addition, the Review was consistently advised by police and staff members at all levels around the state that data entry onto QPRIME created significant burdens. It should be noted that generally police were complimentary of the benefits they are realising from the data that can be extracted from QPRIME. However, the concerns raised included that:

- data entry took too long (e.g. street checks were quoted as taking from between 10 to 20 minutes depending on the circumstances)
- the system is not intuitive and allows users to progress even if errors are made. This has resulted in large numbers of 'exceptions' being generated, requiring officers to be taken 'off the road' to rectify the defects
- traffic crashes were identified as being a very involved and detailed data entry process. The Review was quoted times of up to three hours to fulfil data entry aside from the time for investigation and the subsequent management of tasks
- domestic violence matters could reportedly take between one and two hours of data entry
- completion of reporting requirements regarding dead bodies were described as taking up to four hours data entry
- QPRIME has resulted in many police officers adopting a practice of going to a job and immediately returning to the station to call the occurrence to PAC or undertake the data entry before going to the next job. This means that there can be a limited visible police presence in the community at any time, and
- shift supervisors are reportedly undertaking more time managing tasks associated with QPRIME and less time supporting and managing members.

It was identified that the successful users of QPRIME around the world do so using data entry staff. The QPS was not funded for this and consequently struggles as a result.

The Review was also informed that a considerable amount of police work relates to the collection of data, which in some cases appears to have its main audience as

insurance companies. In the case of lost property many people would appear to only report the matter to police because they are required to obtain a police occurrence number for their insurance company.

Traffic crashes were consistently identified as one reporting requirement that demanded a substantial amount of police time and resources. The *Transport Operations (Road Use Management) Act 1995* and the *Motor Accident Insurance Act 1994* requires people involved in accidents to report the incident to police in a range of circumstances. In the years 2002 to 2006 inclusive, the QPS reported 102 522 traffic crashes, under five categories reflecting the severity of the crash.

In some cases the data collected would appear to have no clear discernable benefit to enforcement or road safety issues. For example, information is collected on whether the vehicle had communication devices, window tint, a bullbar or cruise control. While there may be benefits in the acquisition of this information, the driver of traffic crash data collection by the QPS should be to assist in road safety or enforcement and not the convenience of external bodies such as insurance companies. An objective assessment should be undertaken to assess whether it is the best use of a police officer's time to record such detailed information for every reported crash and in what situations the benefits to the community outweigh the costs. In addition to externally imposed requirements new and existing internally generated systems and processes should undergo a cost benefit analysis, including a full assessment of the associated business processes.

The other area of concern was the manual compilation of statistics. This is particularly evident during Christmas holiday periods where police across the state report on traffic related matters. The QPS has advised the Review that it is anticipated that the forthcoming Intelligent Traffic Enforcement System may go some way to addressing the data collection burdens in this area.

The QPS itself requires some operational staff to undertake work that while important and supported by staff as needing to be done, can affect their capacity to deliver services. In many cases, the role is in addition to existing responsibilities, with the exception of some large stations. These include:

- the recruiting officer role across districts/stations
- the Domestic Violence Liaison Officer
- covering or participating in selection panels
- operational training within the 'train the trainer' model
- the devolution of responsibility to manage low-level discipline matters by Officers in Charge under Project Verity, and
- the management of tasks under the new QPRIME system where some operational police officers, usually sergeants, have been removed from core duties to undertake the full-time management of tasks.

While there may always be some degree of administrative burden or duplication of reporting, the QPS needs to ensure that a balance exists between the need to record and collect information for accountability or other purposes and the burden driven by inefficient business processes.

7.3   Responding to demands for service

The QPS has a range of service delivery methods and responses whose complexity and intensity are dependent on the incident. A minor street disturbance may involve a response from a single general duties crew while a homicide will require a comprehensive response involving a breadth of policing functions. Policing responses can also incorporate reactive policing, problem solving and preventative strategies. However, when police are, in the vernacular of operational police 'going from job to job', it is not possible to constructively undertake preventative and problem-solving work and managers reported to the Review that they sometimes struggle to ensure that police are available to attend high priority jobs in a timely way. Consequently, the Review was advised that the ability for police to undertake preventative work for community safety can be limited in the current environment.

It is apparent that the QPS currently lacks a capacity to comprehensively measure, identify and consequently plan for all demands for service. Addressing this deficiency is the starting point for improving operational policing and ultimately service delivery.

7.3.1   The meaning of demand for service

Demand for service incorporates calls for service and all other responses required of operational police and staff members whether generated externally or internally. There is no single definition of calls for service but it is generally considered to include contacts made directly to the QPS via telephone. It would be useful for the QPS to develop a consistent definition of a call for service and ensure processes are developed to accurately record the volume of these calls. However, measurement of calls for service alone will not give a full picture of the demands for service on the QPS. Other demands for service include matters that may be detected as part of police activities, for example when a police patrol comes upon a traffic crash. People reporting crime or incidents at police station counters are demands for service that are not always captured in calls for service data. Demand may also include policing major events. The administrative processes associated with all these jobs are also part of the measurement of demand for service. Demand for service on operational members includes additional duties such as discipline investigations and training responsibilities. Local managers, while not having access to quantified demands for service, are generally cognisant of peak demand periods and roster accordingly where they can.

The demand for service extends beyond the general duties officers who are usually the first response officers. There are downstream operational policing resources that are engaged on a needs basis. For example, in a serious assault it is likely that a general duties crew will initially respond, criminal investigators from either the CIB or CPIU may provide support and SOCOs may attend to gather evidence. At a later stage prosecutors may present the matter before the court.

Demands for service can also be considered to be broader than the reactive policing aspect of responding to calls for service. The community has an expectation that police will conduct targeted patrols as part of its preventative policing strategies.

7.3.2   How demand for services are met

The primary demand for service for operational police develops from a call for service and the way these are managed varies across the state. There are 23 dedicated police communication centres using one of two types of CAD systems (ESCORT or Incident Management System (IMS)), both of which are considered by the QPS to be in need of urgent updating. Each communication centre receives calls for service across a number of police divisions or districts. Where communication centres do not manage calls for service, such as in the remote localities, calls for service are managed at the station level or diverted when the station is not occupied. Consequently there is no one system that can definitively describe the total calls for service received by the QPS.

When calls are received the required response is assessed and coded according to four categories of priority:

- code 1 - very urgent matters when danger to human life is imminent
- code 2 - urgent matters involving injury or present threat of injury to a person or property
- code 3 - routine matters, or
- code 4 - negotiated response, involving the caller agreeing to an alternative method of response including attending at a police station to report the matter or for police to attend at a later time.

The QPS has supplemented this approach with the adoption of the Priority Policing Policy that is designed to facilitate timely and appropriate responses, particularly to the highest priority calls for service. This policy requires tasking officers receiving details of calls for policing services to determine whether the call relates to a threat to personal safety or property security and whether it is a known threat, a potential threat or a perceived threat. Tasking officers must then ensure that organisational boundaries do not impede an appropriate and timely response; this may include requesting crews other than first response officers and those in neighbouring areas to respond.

While it is not possible to quantify the total calls for service in Queensland the Table 5 below provides a picture of the overall growth in jobs entered onto the ESCORT CAD system in five communication centres between 2003 and 2007. It should be noted that calls received and jobs entered into CAD do not correlate precisely as not every call results in an entry for a police crew to attend to a job.

Table 5: Jobs recorded on ESCORT CAD

Location	2003	2004	2005	2006	2007	% change
Brisbane	241 688	257 846	240 534	232 971	234 368	-3.03%
Broadbeach	83 488	87 165	91 847	97 641	101 106	21.10%
Logan	67 834	68 781	67 418	66 546	73 759	8.73%
Cairns	56 278	57 283	60 778	62 555	64 491	14.59%
Townsville	87 350	85 852	89 271	98 299	102 574	17.43%
Total	**538 641**	**558 931**	**551 853**	**560 018**	**578 305**	**7.36%**

The entries made onto CAD within the Brisbane Police Communications Centre (PCC) reduced in 2005 as a result of a number of policy changes and the introduction by Telstra of an Interactive Voice Response (IVR) system into their '000'

call-handling procedures. The IVR system stopped the automatic forwarding of calls to '000' where the caller failed to respond to the operator.

During the Review consultations a number of officers stated that calls for service had increased but there had been little change in the number of car crews available for over a decade. In addition, officers in many centres advised the Review Team that calls for service are almost always outstanding from previous shifts when they commence work. It was suggested that it was a regular event on a Monday morning to take calls from members of the community complaining about the lack of or delay in police response. Further, it was suggested that some members of the community become disenchanted and no longer bother to call police to report incidents or minor crime. Some officers themselves suggested that they did not report minor matters because they believed there was little chance of a timely police response. This presents an additional risk in that if no report is taken, crime and other statistics are not providing an accurate picture of what is happening in the community and masks true demand. Studies in the United Kingdom have suggested that up to 70-80 per cent of assaults, and even more for minor thefts, are not reported to police.

The PCC has a job code 'Police Resource Not Available' (PRNA) which is assigned when an attempt was made to allocate the task to a police crew within the responsible area, but no resource was available for immediate tasking. The responsible area may include police from neighbouring police divisions. Jobs designated with a PRNA entry are held in the communications coordinators CAD queue. As an example, in the week of Monday 24 March to Sunday 30 March 2008 there were a total of 1238 jobs listed as PRNA out of a total of 4362 jobs entered onto the CAD system for the Metropolitan South and Metropolitan North Regions. This equates to an average of 28.38 per cent of jobs. One hundred and twenty were code 2 jobs, 1112 were code 3 jobs and six were code 4 jobs. The job is eventually allocated when a police crew becomes available. Members of the PCC advised the Review that a local police crew attends all jobs as soon as possible unless the informant cancels the job or a negotiated response is arranged. The PRNA coding enables the PCC and local police managers to identify what percentage of calls for service are not immediately taskable within their areas of responsibility. It has no relevance to the number of jobs not attended by police crews but allows an insight into the volume of jobs that are in excess of the workload capacity of the rostered police crews.

The structuring of the QPS into regions and districts allows for diverse service delivery models recognising the vast differences between the Brisbane CBD and remote divisions like Boulia. In the more heavily populated centres and in particular South-east Queensland there was evidence of some restrictions to deployments as a result of boundaries. While the Priority Policing Policy breaks down QPS boundaries to ensure that a policing response is delivered to urgent matters the Review Team believes that opportunities exist to realise increased economies of scale through a revised operational policing model in the larger centres of the state. During consultations some officers stated that the ongoing construction of police stations in the larger centres further embedded boundary driven models of policing and each station required management and administrative roles that do not directly service the community. While the Review does not advocate the closure of specific stations without a case-by-case analysis there is a requirement to consider a service delivery approach that is responsive to larger geographical areas of responsibility. As Queensland's population grows, new police stations will need to be constructed and

others closed but this should be as a result of an assessment of need within a comprehensive operational policing strategy.

7.3.3   Workload measurement

Currently the QPS has no system at the corporate level to accurately identify and define the totality of operational policing work demands including volume of demand or the time and resources required to meet the demand from the beginning to the end of the relevant processes. Additionally the QPS cannot define each task and the associated end-to-end business processes for each functional role. Consequently the ability to systematically identify efficiency improvements and resource requirements is limited. It is acknowledged that there are a small number of specific projects where the QPS has been able to quantify workload demands but these are not a system wide approach. For example, in the development of the operational policing program the QPS identified and documented steps involved in the relevant QPRIME operational policing tasks across 27 areas. While this exercise was limited to identifying steps which informed the development of information technology applications it does demonstrate some ability to undertake this work within the QPS.

Despite this, the QPS at present cannot precisely inform itself, government and those seeking its services of the totality of demands for service and any gaps between demand and response. As a result the QPS does not always have the evidence base to determine different responses including prioritising work, developing a comprehensive and holistic suite of efficient strategies to address those matters that are of most concern to the community and to accurately assess resource requirements. It also detracts from its ability to identify the effects and resource implications of new or modifications to government policy or legislation. This poses a risk that the QPS will continue to have more roles and responsibilities placed upon the organisation that cannot be effectively met and risks community dissatisfaction at a lack of response.

While the OPR process indicates that the QPS is interested in measurement and performance, the ability to record workload is subject to disparate performance recording processes and systems, including hand written patrol logs, QPRIME, and CAD systems. These systems are not integrated which makes it difficult to gather information that can inform operational policing planning. The State-wide Activity Survey (SWAS) offers some information but as it was developed to measure outputs at a high-level rather than activities at a lower level it does not meaningfully contribute to the operational policing planning process. The Review Team was advised that SWAS is currently conducted at too high a level of functional aggregation to deliver the level of information needed to measure demand for service.

The QPS measures work performance to some degree and reports on this at a high-level through the Annual Statistical Review and the Annual Report. Additionally, the performance of police districts is measured during the OPR process. However measurement of performance is not the same as measuring work demand.

There are areas of the QPS that have more detailed tools that allow performance and work demand to be identified. PICTURE (formerly known as SRMP) had its genesis in 1990 and it reportedly provides very detailed information on the entirety of the role of a work unit and individual officers. It is understood it is now only used in some

areas of the South-eastern Region. While some officers support the tool others suggest that it is very demanding in terms of data entry requirements.

In January 2005 the QPS Forensic Services received accreditation from the NATA Australia. This achievement involved the implementation and the ongoing maintenance of strict standards. A comprehensive Forensic Services Quality System was developed and implemented to enable the accreditation to be received and maintained. The quality system aims to ensure that forensic officers are adequately housed, equipped and trained to provide the best possible support service to operational police. This involves constant review of performance and the return on investment received from various forensic methodologies, equipment and procedures. It also focuses on seeking and responding to client (investigating police) feedback in relation to the level of service provided.

A key tool in assessing performance, as well as managing case information, is the Forensic Register. This information management system was developed by members of the QPS to meet the specific needs of Forensic Services. It allows the monitoring of the activities of all forensic officers (approximately 400 distributed over 31 sites) at all times. It records all case information, including digital scene images, allows for remote auditing of administrative accreditation requirements, time spent travelling, processing crime scenes, preparing statements/reports and attending court. This new approach is facilitated by wireless in-the-field technologies which deliver timeliness and a range of other efficiencies.

The Forensic Register also has a statistics package that provides instantaneous information regarding performance measures such as the rate of latent fingerprint development and identification, the collection of samples for DNA analysis and the comparative work performance of regional and district work units, and of individual officers. The Forensic Register is under continual development by the Forensic Technologies Co-ordinator, adding features to reduce the administrative burden on forensic officers and enhancing efficiency. The Forensic Register also has an interface with Queensland Health and QPRIME. It has been commercialised and is currently in use with Tasmania Police and is in the process of being acquired by the South Australian and Western Australian Police.

While the QPS has demonstrated that it can measure workload for a specific functional area, it must work towards a system that enables work demands and responses to be comprehensively measured across its total operational policing role. Where possible this needs to be undertaken without necessitating additional reporting requirements over and above those undertaken as part of the business process. While it is acknowledged that systems and processes may need to be established or integrated which may be costly and take time it is still essential that the QPS work towards this goal. In the interim the QPS should develop and implement a methodology to effectively quantify and assess all levels of work demands and the commensurate business processes associated with these for all work units to inform future planning. This approach may involve a point in time diagnostic tool, used on a sampling basis. It may also be necessary to have tasks and the associated processes developed in general terms for regional peculiarities, as work units such as general duties will have variances between geographical areas.

Managers cannot effectively manage what they cannot measure. Knowledge by senior managers of complete work demand will, aside from improved service

delivery, allow for the effective management of risks, challenges, inefficient and or ineffective practices rather than by crisis management or exception.

7.4   Management of demand

The operational policing function is complex, with one function of policing usually integrated with many others. Consequently for this Review to suggest specific changes to specific problems risks addressing symptoms and not root causes. Significant change should be managed as part of a whole-of-system improvement. The key issue is that the QPS would benefit from knowing what the demands are on its broad range of services and effectively and efficiently managing those demands.

Effective demand management will allow the organisation to strike a balance between reactive, preventative and problem-solving policing strategies as well as ensuring the QPS has the administrative and other supports available to sustain these strategies. It will allow more efficient employment of police and staff members' time, assist in alleviating the risk of unmet demand or continual requests for more staff and improve the quality of life for police and staff members who in many places are currently caught in a spiral of reactive responses. Such an approach would better position the QPS to ensure that plans and shift objectives drive operational police activities rather than a focus on reactive policing.

The QPS has undertaken improvements in some areas to manage work demands. Some have involved change in policies and practices and others relate to specific activities including the:

- prioritisation of job codes for calls for QPS
- Mental Health Intervention Project
- repeat calls for service strategies, and
- policy to manage drive offs from petrol stations.

The recently introduced Priority Policing Policy was introduced to ensure that priority demand was addressed in a timely way and not lost in the barrage of incoming calls for service.

In the 2007-2008 Budget, output funding of $46.7 million was provided over four years for the establishment of a police contact centre to enhance delivery of police services to the community. This centre, PoliceLink, is intended to provide an alternative point-of-contact for people wishing to contact the QPS for non-urgent matters that do not require police attendance as a response. It is intended that this will assist in improving crime and incident management by reducing response times for those matters that do require police to attend. The QPS has commenced developing suitable scripts for use in PoliceLink, which embody a range of new business rules specifically developed for this new response management environment. Importantly, in developing this work the QPS has incorporated the learning from other jurisdictions such as NSW which have operated centralised call centres now for some time. It is anticipated that the efforts of the QPS in establishing PoliceLink will realise increased efficiencies in the management of demand for policing services.

These responses are largely about managing a first response to calls for service, which would appear to be increasing. Other areas of the organisation including SCOC, State Traffic Task Force and SERT have sophisticated case management

arrangements in place to determine and prioritise their responses. This stance also needs to be adopted for frontline policing.

There are essentially three steps available to the organisation to manage demands for service which should be addressed in the following priority order:

1. determine different responses dependent on the nature of the demand
2. attend to each activity more efficiently, or
3. apply more resources.

7.4.1   Determine responses to demand

It is clearly not sustainable for police to respond to all calls for service by sending a police car on every occasion. It would be preferable for police attendance in response to a demand for service to range on a scale from critical, important, 'if possible', to no attendance. This would be based on the type of incident and the criticality of the response required. The QPS would need to undertake an analysis to determine those activities that will definitely require police attendance either immediately or within a very short period of time (critical and important categories and responded to in that order), may get police attendance depending on the availability of resources (the *if possible category*) and those incidents or calls where police will not attend but an alternative response, such as taking a report over the phone is provided. This screening of responses would be supplemented by a further screening process after the taking of a report of an incident where the QPS could apply an assessment process to determine follow up action (e.g. a crime manager assessing the response to a crime complaint). QPRIME has a semi-automated screening process which could be used as a basis for this.

To some degree the QPS has started this process by implementing the Priority Policing Policy, having a capacity for a negotiated response and the development of the planned PoliceLink facility. The QPS, however, needs to develop a scale of service delivery to plan and document how it will respond to all demands for service. Having determined at the strategic level the scale of service delivery, the QPS must develop an evidence based screening methodology which provides more detailed criteria to enable call takers and later police managers to determine which of the four response types is appropriate. This evidence based approach will allow the QPS to justify to the community and other stakeholders that the response is appropriate and can be substantiated as the proper response in the circumstances.

7.4.2   Ensure efficiency of each activity

At the same time the QPS must refine systems, processes, policies and practices to ensure no unnecessary administrative or other impediments exist to hinder the efficient delivery of services. In respect to external imposts, the QPS must enhance its capacity to proactively inform government and other agencies of the legislative and policy change effect on efficient use of police resources.

Some officers suggested to the Review that enterprise bargaining and in particular the operational shift allowance arrangements inhibit flexible service delivery. The reasoning behind this was that the highest calls for service are recorded on Saturday and Sunday, however the number of rostered staff on these days does not necessarily reflect the likely workload demand. It was suggested that this was a result of the need to ensure equity of shift rostering arrangements as required by the enterprise bargain. The Review Team is not in possession of sufficient evidence to

make a determination on this issue however it was raised sufficiently often to warrant further consideration by the QPS as an area of potential improvement.

The QPS has already identified that the efficient deployment of police officers could be enhanced by the use of contemporary technologies. This would include the updating of the CAD system and a move to mobile data. Subject to the type of technology implemented, mobile data has the potential to increase efficiencies by allowing police officers to conduct data access and entry when mobile. The Review was advised that in South-east Queensland, radio traffic is often so busy at peak times that it is difficult to get on the radio to request the communications centre operator to conduct computer checks of people, vehicles or addresses. The assignment of jobs using mobile data would also enhance service delivery particularly if combined with automatic vehicle locating technology to inform communications centres of the location of police resources. While mobile data solutions have a clear potential to allow the realisation of efficiencies it is an expensive option that needs to be prioritised in terms of both police and government funding availability.

7.4.3   Consideration of resourcing

As a consequence of Queensland's continued population growth and the expansion of police responsibilities the need for more resources will continue. However, the QPS will increasingly need to justify the requirement for those resources to government and demonstrate that in the first instance it has considered all other options for the best use of resources to meet growing demand. These options include firstly determining different responses, secondly ensuring efficiency and lastly the appropriate redeployment of existing resources. Finally, before seeking additional resources the QPS must identify the resources it currently has to undertake particular roles or activities and any gap between that and the resources it requires to efficiently and effectively meet the demands for service. A request for more resources without a clear evidence base is not sustainable in the future. It is acknowledged that currently the QPS is not resourced on the basis of workload demand but rather on maintaining a police to population ratio consistent with or better than the national average.

7.5   Future responses

7.5.1   Establishing capacity to measure and respond to demand

The first step towards managing demand is for the organisation to know the entirety of the demands for service and to understand the necessary inputs for all parts of the business processes for all tasks. Currently the QPS cannot comprehensively identify all demands for service or the associated business processes. It is therefore not well positioned to manage future challenges in terms of service demand. The starting point for the QPS is to rectify this deficiency in knowledge.

The QPS does not currently have any area charged with the responsibility for workload measurement and development of demand management strategies. Consequently the Review has recommended that a unit should be established within the proposed Strategic Policy and Planning Division with this responsibility. This is a priority area for the QPS. In doing this it is essential that the QPS resources the area with people who have the requisite high-level analytical skills to ensure that the methodology and outputs are evidence based and capable of providing accurate, objective input to planning and resourcing decisions. These skilled staff members

should be supported by a small number of police officers with current operational experience who could use that expertise to inform the outputs of the area.

The focus of the area would be to enable the QPS to apply the three steps to manage demands for service by:

- identifying all demands for policing services, in terms of the quantum and type
- monitoring trends in relation to workload demands
- being cognisant of the Scale of Service Delivery and the Continuum of Service Delivery to develop potential operational policing systems, processes, policies and structures to respond to all aspects of those demands
- optimising systems, processes, policies and structures to ensure they meet both QPS and service recipient/stakeholder needs
- conducting trials to ensure that the process/es are feasible and effective
- upon proof, transfer the process to the operational policing environment
- identifying opportunities for legislative change to enhance efficiency, and
- having exhausted other options identify if additional resources may be necessary.

All new policy, legislative or work change should also be informed by the evidence developed through the measurement of service demand. This would include using this evidence to inform the organisation and other agencies of the potential effect on QPS service delivery. This will ensure effective integration with existing business processes and that any effects on existing responsibilities or resource availability are identified prior to implementation.

This work would complement the OPR Unit but be the 'front-end' to the development of quality performance practices and processes. The work would be undertaken in close collaboration with responsible service delivery and operational policy areas across the QPS.

More specifically the work would include:

- establishing appropriate definitions including for calls for service
- quantification and analysis of work and workload
- analysis of business processes
- identification of the capacity to fulfil demands for service
- analysis and identification of any gaps, risks or challenges
- identification of opportunities for changes to systems and processes to enhance efficiency
- provide an evidence base for resourcing decisions
- over time developing an ability to contribute to the analysis of proposed legislation or policies relevant to the QPS
- documenting business processes reviewed including decisions to change or not change, and
- informing QPS senior management of options to apply different responses to demands for service, undertake activities more efficiently and if necessary resource requirements.

Evidence based approaches may not always result in the QPS achieving its desired outcome as a result of other legitimate government priorities. However, the QPS will

benefit by the development of the capacity for continuous systematic review of legislation, policy procedures, and practices to ensure efficiency and effectiveness and ultimately to be able to provide government with evidence based advice when making decisions which affect policing services. The proactive development of evidenced positions should assist the QPS engender support from other stakeholders (i.e. central agencies) and/or defend its existing position.

7.5.2   Establishing alternative response methods

Currently for a wide range of occurrences the QPS adopts a consistent method of service delivery (i.e. initially sending a general duties crew). Calls for service are currently prioritised and resources allocated accordingly and this will mature with the establishment of PoliceLink. However, the opportunity exists for the establishment of broader alternative response methods that complement and extend beyond existing service delivery methods and PoliceLink. A suggested approach to effectively meeting demand could best be described as having a scale of service delivery. The scale of service delivery by the QPS should primarily be based on keeping the community safe. It should be predicated on making police officers, those members of the QPS with the training and the powers to enforce the law, readily available to prevent offences and as necessary to respond in a timely fashion to incidents that are assessed as requiring the potential use of police powers.

Figure 2: Scale of service delivery
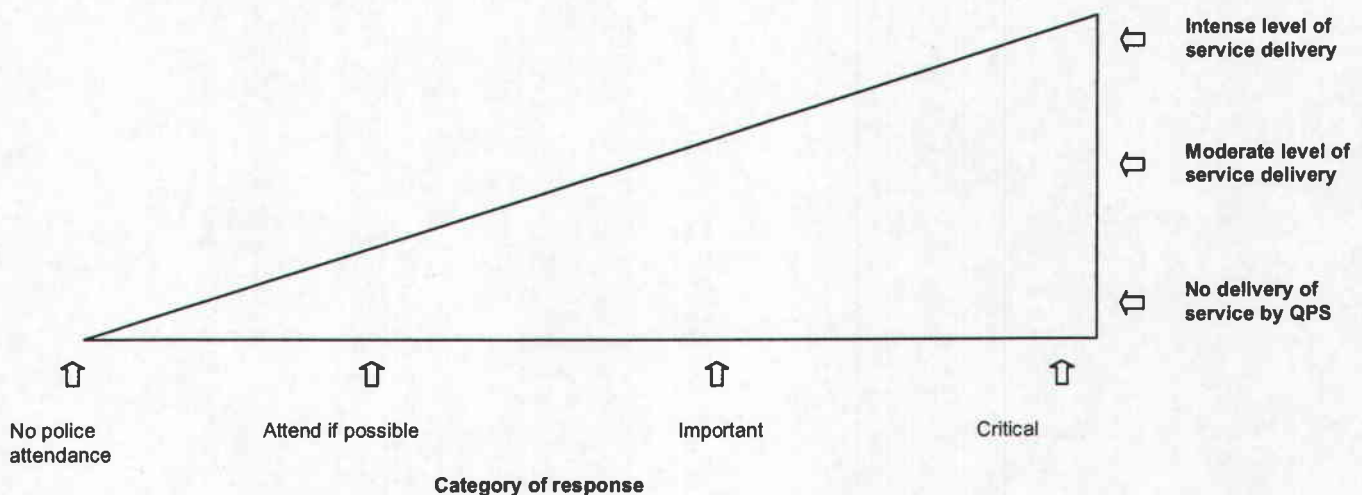
As much as possible the collection of information should be undertaken by means other than by police officers except where necessary. This could either be through PoliceLink or the use of operational staff members. The scale of service delivery would also influence the timeliness of the QPS response. It would complement a Continuum of Service Delivery model. An approach like this would allow the efficient use of public funding to achieve community outcomes. It would be useful, where strategies are implemented that 'free up' police officers, for the QPS to develop and implement operational strategies to ensure effective use of that time in preventative and problem solving activities.

Determinates in the scale of service delivery could include whether it is necessary for the QPS to deliver the service and, if it is necessary, how much should be delivered and in which way. It is not an all or nothing proposition. For particular matters there should be an assessment of the degree of QPS' service delivery response. To

illustrate this approach to service delivery two potential scenario types, responses to traffic crashes and responses to offences related to a dwelling have been described in more detail in Appendix 8.

It is also not sustainable for highly trained police officers to undertake all work in responding to community needs and as a result there is scope for the QPS to prioritise the work that police officers undertake. The basis for this would be to generate capacity for police officers to attend to the highest priority reactive, preventative and problem-solving work. There is scope to examine other delivery methods that do not require the use of police officers.

This approach can be depicted as a continuum of operational policing response with the QPS determining the degree of police officer involvement as opposed to staff member or operational staff member. This is represented graphically in Figure 3 below.

Figure 3: Continuum of operational policing service delivery
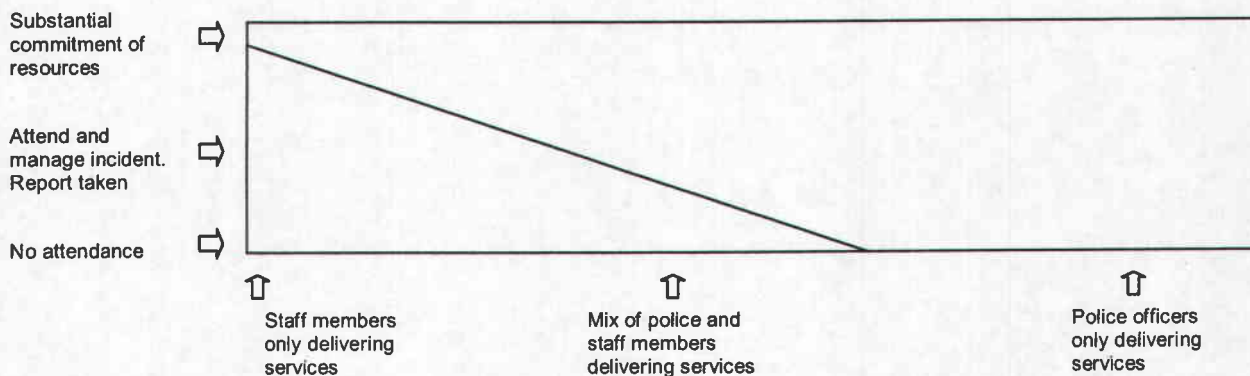
A Continuum of Service Delivery would allow the QPS to determine how it would apply its resources, in particular its people to each demand for service. It could be used to develop specific roles and strategies to complement an enhanced operational policing model. Some services could be undertaken entirely by operational staff members, others could be undertaken entirely by police officers while others could be a combination of both. Recognising the continued growth in demand for policing services the QPS must establish alternative processes for dealing with non-urgent matters and matters that do not require a police officer to undertake the work (see Chapter 8). For example, suitably trained operational staff members could attend crime scenes and take reports for 'cold' matters which could include reported incidents where there is no risk and the offender is not present, and may include break and enter, wilful damage and stealing offences as well as those less complex occurrences such as found property. This would release police for more complex tasks that require an immediate response, usually requiring the use of police powers. The continuum of service delivery is illustrated by exploring a scenario example related to offences related to a dwelling in Appendix 9.

An additional way of improving service delivery would be to have more flexible service delivery capacity in the larger centres of the state. This was raised to the Review as a way to address growth areas without resorting to expensive infrastructure responses. Placement of large, or even small, police stations on expensive real estate needs to be rethought. There should be no impediment to

placing police response capability in alternative areas provided there is a more mobile aspect to service delivery. This would also lead to less reliance on boundary driven models of policing such as divisions and districts. A more flexible mobile response would allow more efficient use of available resources that are not so constricted by boundaries. It would reduce the need for continual building of police stations or beats and would allow a more dynamic policing response according to need.

While the Review does not propose a particular operating model that must be adopted by the QPS the following model (Figure 4) outlines a potential operational policing model which would enable police to more effectively and flexibly respond to calls for service while enhancing their capacity to conduct preventative and problem-solving activities.

It is noted that some police believe that the Fitzgerald Inquiry recommended the abolition of Brisbane Mobile Patrols. However, this is not the case. The Fitzgerald Inquiry indicated that it was more likely that there would be an upgrading of Brisbane Mobile Patrols, where the resources assigned had not changed significantly for ten years. While the decision to abolish mobile patrols in the years after Fitzgerald may have had merit at that time, there should be no impediment to the re-introduction of such a policing model.

Figure 4: Potential Operational Policing Model
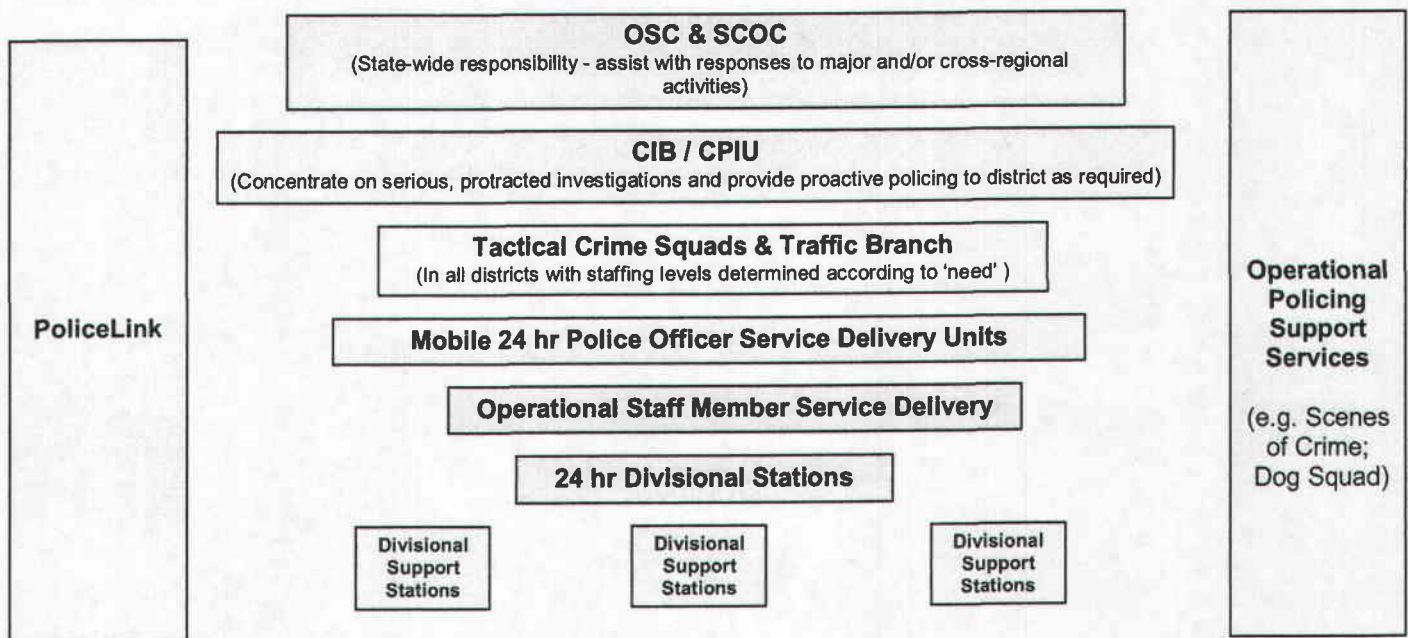
Where a member of the QPS should attend an address but the powers or skills of a police officer are not required there is, as identified previously, the potential opportunity for operational staff members to fulfil this demand for service where there is no risk to the member's safety. It could provide additional credibility to the negotiated response process as appointments could be made with more certainty than for police officers who can be called away to other tasks. A trial of this approach could be undertaken in a region to assess the cost benefits.

The Divisional Support Stations depicted would include smaller non-24 hour police stations, shopfront beats and beats depending on the identified need within a region. The primary focus of these stations would be preventative and problem-solving work. A secondary responsibility would be to provide reactive services (e.g. calls for service) as necessary. Staffing and operating hours would be determined by police managers based on a needs analysis and would be flexible. Divisional Support Stations would need a workspace and equipment available to allow mobile police to fulfil any administrative functions or conduct interviews in close proximity to the area in which they are working.

7.6   Findings

The operational policing role is complex and subject to continuing pressures from government, the community and other stakeholders. While the performance of the QPS in this area has improved significantly from the time of the Fitzgerald Inquiry, it is once again confronted by many of the same issues identified at that time. There continue to be increasing demands for service created by changes to legislation and policy, the QPS taking on roles for other government agencies and increasing community expectations. To date the QPS has taken on these additional demands with the result being resources stretched to the limit, a culture of reaction and staff at high risk of burn out or cutting corners. The current approach to increasing police resources to manage both population growth and these additional responsibilities is not sustainable.

A contributor to this is the inability of the organisation to systematically measure operational policing work demands including volume of demand or the time and resources required to meet the demand from the beginning to the end of the relevant processes. Consequently the ability to systematically identify efficiency improvements, the affect of legislative or policy change and resource requirements is limited.

The ability of the organisation to meet targets relating to the management of crime is clearly good but a considerable amount of police work relates to matters other than crime and the organisation currently has no ability to identify the quantum or components of operational workload. As a result it is currently limited in providing evidence based responses to demand management.

What is required is for the organisation to develop its capacity to measure demand, analyse this fully and identify evidence based strategies to manage this demand. This also includes being able to assess the likely effect of proposed government policy and legislation on demand for service. Specialist skills are required for this work and should be supported by police officers with current operational experience who can advise those specialist staff members on operational issues.

The QPS would be assisted in this by examining a more flexible approach that considers a scale of service delivery where not all calls for service receive a response of police attendance. Not all reports or incidents justify such a response and there are more efficient ways of ensuring that incidents are reported and responded to appropriately. Developing an evidence based approach to this would ensure that police officers are available to attend the more serious matters relating to public safety while other matters not requiring police attendance are dealt with in a professional and timely fashion. Such an approach would also include investigating those functions that could feasibly be undertaken by operational staff members as

opposed to sworn police officers. PoliceLink is a step forward along these lines and should enhance the QPS' ability to provide efficient and effective service delivery.

In view of the current pressures and escalating demands for service it would benefit the QPS to develop a more mobile response that is not constrained by divisional boundaries and the need for expensive infrastructure.

In developing a more efficient, mobile and flexible approach the QPS needs to ensure any significant changes in business practices include a strategy to engage and appropriately manage community expectations. The community will accept changed business practices when they clearly show the benefits of being able to respond effectively to areas of major concern.

7.7   Recommendations

5.   The Commissioner, by 1 July 2009, establish a specialist capacity within the proposed Strategic Policy and Planning Division to carry out the functions outlined in section 7.5.1 and which is staffed by members with high-level analytical skills capable of measuring demand, analysing it fully and identifying evidence based strategies to manage demands for service.

6.   The Commissioner, by 1 July 2009, develop and implement a methodology, including development of a definition which indicates the breadth of demands for service, to effectively assess workload and associated business processes to inform future planning and the development of demand management strategies, with first priority being first response officers.

7.   The Commissioner, by 1 January 2010, develop, document, implement and communicate both internally and externally a framework which sets out guidelines for categories of service delivery response for when a QPS member will not necessarily attend a demand for service and those alternative responses when attendance is not required.

8.   The Commissioner, by 1 January 2010, commence a trial in one region to evaluate the feasibility and cost benefit of operational staff members attending to demands for service where attendance of a QPS member is necessary but there is no need for police powers.

9.   The Commissioner, by 1 July 2010, develop and implement a revised operational policing model to enhance service delivery that includes a mobile response capability which is not unreasonably constrained by boundaries.

10. The Commissioner, by 1 March 2009, commence investigation of the feasibility of implementing improvements around court processes, including closer collaboration with the judiciary and an examination of the New South Wales approach to briefs of evidence and the use of webcam for prisoner access to legal representation, with a report on the feasibility produced by 1 January 2010.

11. The Commissioner, by 1 July 2009, assess the effect of requirements within current certified agreements and the Police Award—State around rostering on flexible service delivery, and address any issues identified in the next enterprise bargaining agreement to achieve a mutually beneficial balance between the needs of police officers and meeting demands for service.

8   Civilianisation

While no specific definition is evident, the term civilianisation is generally used with reference to the placement of staff members in roles traditionally or currently undertaken by police officers. In 1995 the government commenced a ten-year police staffing plan, which included a civilianisation program for 580 positions and general growth of 215 staff member positions. Administration, communications, vehicle maintenance and radio and electronics were the roles that were taken up by civilians at that time.

As part of the 2004 election, the government committed to a three-year civilianisation program to return 500 police officers to operational duties and increase the QPS staff member strength by approximately 500. This program remains underway.

The QPS civilianisation program since 1989 has addressed a range of roles including:

- positions within some police stations including roster clerks and property officers
- positions within Human Resource Division (HRD) and Media and Public Affairs
- specialist roles in investigative areas including lawyers and accountants within SCOC
- policy, planning and project management roles within the Office of the Commissioner, and
- mechanics and radio technicians.

In recent years the QPS has broadened its focus and civilianised many police radio operator, some watchhouse officer and more recently station client service officer positions.

As at 1 May 2008 there were 3625 civilian employees within the QPS, comprising approximately 36 per cent of the total workforce. The estimated cost of staff members, including on-costs, during 2007-2008 was $216m. About 46 per cent of staff members undertake operational service delivery including as watchhouse officers and client service officers. A further 42 per cent provide direct operational support in roles such as training and administration in stations.

8.1   Benefits of civilianisation

The Fitzgerald Inquiry provided a major impetus for the QPS to increase its focus on civilianisation. Fitzgerald argued that trained police needed to be available to undertake operational policing duties rather than many of the roles that they were doing at that time which were non-operational and not directly involved with crime prevention or law enforcement. He suggested that civilians who were 'better suited for the many administrative and other specialist roles required in a modern police organisation could undertake these roles.

In order to achieve this Fitzgerald (1989, p. 236) suggested that the QPS needed to assess all positions within the organisation to determine the type of staff, skills and qualifications needed for each position. He suggested that this process would identify many jobs which would be done better by civilians and others which could be undertaken by either police or civilians. He argued that this approach would reduce