



Hawkesbury City Council

Attachment 1
to
item 226

Draft Internal Report Policy
(Public Interest Disclosures)

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time: 6:30 p.m.



Hawkesbury City Council
Policy

DRAFT

Internal
Reporting Policy
(Public Interest
Disclosures Act)

Hawkesbury City Council



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1.0 PURPOSE AND CONTEXT OF THE POLICY

The purpose of this Policy is to ensure that Council will take all reasonable steps to protect any Councillor or member of Council staff or Council contractor who makes a disclosure from any detrimental action in reprisal for making that disclosure.

This Policy establishes an internal reporting system for the reporting of Public Interest Disclosures of corrupt conduct, maladministration or serious and substantial waste of public money by the Council or its staff.

The system enables such internal disclosures to be made to the General Manager or the Mayor (as an alternative), the Disclosure Coordinator or a nominated Disclosure Officer/s.

This Policy is designed to complement normal communication channels between supervisors and staff. Staff are encouraged to continue to raise appropriate matters at any time with their supervisors, but as an alternative have the option of making a Public Interest Disclosure in accordance with this Policy.

This Policy:

- Replaces Council's Internal Reporting Policy (adopted November 2005).
- Is based on the following:
 - NSW Ombudsman: Changes to the public interest guidelines system – information for public authorities 2011;
 - NSW Ombudsman: Model internal reporting policy (Local Government) 2011;
 - NSW Ombudsman: Public Interest Disclosures Guidelines 2011;
 - Public Interest Disclosures Act 1994.
- Should be read in conjunction with the following documents:
 - Independent Commission Against Corruption and the Local Government Managers Association of NSW: Governance Health Check 2004;
 - Council's Code of Conduct;
 - Council's Access to Information Policy;
 - Council's Conflict Management Policy;
 - Council's Gifts and Benefits Policy;
 - Council's Privacy Management Plan;
 - Council's Policy for Payment of Expenses and Provision of Facilities to Councillors;
 - Council's Procedure for Handling Competitive Neutrality Complaints;
 - Council's Policies for Sale of Council Land by Public Auction;
 - Council's Statement of Business Ethics.

2.0 ORGANISATIONAL COMMITMENT TO PUBLIC INTEREST DISCLOSURES

Council is committed to the aims and objectives of the Public Interest Disclosure Act 1994 (PID Act). The PID Act recognises the value and importance of contributions of staff to enhance administrative and management practices.

Council does not tolerate corrupt conduct, maladministration or serious and substantial waste of public money. Council strongly encourages and facilitates disclosures being made by staff about corrupt conduct, maladministration, or serious and substantial waste of public money.

Council will:

- ensure managers and supervisors at all levels in Council understand the benefits of reporting wrongdoing, are familiar with this Policy, and aware of the needs of those who report wrongdoing;



- provide adequate resources, both financial and human, to ensure adequate training, investigations and management for staff dealing with a protected disclosure;
- creating a climate of trust, where Council staff are comfortable and confident about reporting wrongdoing;
- take all reasonable steps to ensure the confidentiality and protection of staff who make such disclosures;
- ensure that the matters raised in the disclosure are properly and impartially investigated;
- keep the staff member who made the disclosure informed of the progress of the investigation and the outcome;
- take appropriate action should any form of wrongdoing be found;
- protect staff who make disclosures from any adverse action motivated by their report; and
- encourage staff to report wrongdoing within Council, but respecting any decision to disclose wrongdoing outside Council, provided that disclosure outside Council is made in accordance with the PID Act.

3.0 ROLES AND RESPONSIBILITIES

This Policy will apply to:

- Members of Council staff and Councillors;
- Permanent employees, whether full-time or part-time;
- Temporary or casual employees;
- Consultants; and
- Individual contractors working for Council.

The Policy may also apply to other people who perform public official functions and their conduct and activities could be investigated by an investigating authority. This can include volunteers and those contracted to work for Council.

Members of Council staff are encouraged to support those who have made disclosures, as well as protect and maintain their confidentiality. Staff must not victimise or harass anyone who has made a disclosure.

4.0 WHAT SHOULD BE REPORTED

You should report any wrongdoing you see within Council. Reports about the four categories of serious wrongdoing – corrupt conduct, maladministration, serious and substantial waste of public money, and government information contravention – will be dealt with under the PID Act as public interest disclosures and according to this Policy.

a. Corrupt Conduct

Corrupt conduct is the dishonest or partial exercise of official functions by a public official. For example, this could include:

- the improper use of knowledge, power or position for personal gain or the advantage of others, i.e. blackmail or fraud;
- acting dishonestly or unfairly, or breaching public trust, i.e. public officials dishonestly using influence;



- a member of the public influencing a public official to use their position in a way that is dishonest, biased or breaches public trust, i.e. taking or offering bribes or election bribery.

For more information about corrupt conduct, see the NSW Ombudsman's Guideline on [what can be reported](#).

b. Maladministration

Maladministration is conduct that involves action or inaction of a serious nature that is contrary to law, unreasonable, unjust, oppressive or improperly discriminatory or based wholly or partly on improper motives.

For example, this could include:

- making a decision and/or taking action that is unlawful, i.e:
 - awarding contracts and tenders to private parties that are related by family, friendship or association;
 - failing to make a decision in accordance with official policy for no appropriate reason;
- refusing to grant someone a licence for reasons that are not related to the merits of their application;
- issuing an order against a person without giving them procedural fairness.

For more information about maladministration, see the NSW Ombudsman's Guideline on [what can be reported](#).

c. Serious and Substantial Waste in Local Government

Serious and substantial waste is the uneconomical, inefficient or ineffective use of resources that could result in the loss or wastage of local government money. This includes all revenue, loans and other money collected, received or held by, for or on account of the Council. For example, this could include:

- poor project management practices leading to projects running over time;
- having poor or no processes in place for a system involving large amounts of public funds;
- misappropriation or misuse of public property;
- the purchase of unnecessary or inadequate goods and services;
- overstaffing in particular areas;
- staff being remunerated for skills that they do not have, but are required to have under the terms or conditions of their employment;
- programs not achieving their objectives and therefore the program's costs being clearly ineffective and inefficient.

For more information about serious and substantial waste, see the NSW Ombudsman's Guideline on [what can be reported](#).



d. Government Information Contravention

A government information contravention is a failure to properly fulfil functions under the *Government Information (Public Access) Act 2009* (GIPA Act). For example, this could include:

- destroying, concealing or altering records to prevent them from being released;
- knowingly making decisions that are contrary to the legislation;
- directing another person to make a decision that is contrary to the legislation.

For more information about government information contravention, see the NSW Ombudsman's Guideline on [what can be reported](#).

e. Local Government Pecuniary Interest Contravention

A local government pecuniary interest contravention is a failure to fulfil certain functions under the *Local Government Act 1993* relating to the management of pecuniary interests. These include obligations to lodge disclosure of interests returns, lodge written declarations and disclose pecuniary interests at council and council committee meetings. A pecuniary interest is an interest that a person has in a matter because of a reasonable likelihood or expectation of appreciable financial gain or loss to the person. For example, this could include:

- a senior Council staff member recommending a family member for a Council contract and not declaring the relationship;
- a General Manager holding an undisclosed shareholding in a company competing for a Council contract.

For more information about local government pecuniary interest contravention, see the NSW Ombudsman's Guideline on [what can be reported](#).

f. Other Wrongdoing

Although reports about the previous categories of conduct can attract the specific protections of the PID Act, you should report all activities or incidents that you believe are wrong.

For example, these could include:

- Harassment or unlawful discrimination.
- Reprisal action against a person who has reported wrongdoing.
- Practices that endanger the health or safety of staff or the public.

These types of issues should be reported to a supervisor, in line with Council's relevant policies listed on the first page. In Section 1 of this Policy.

Even if these reports are not dealt with as public interest disclosures, Council will consider each matter and make every attempt to protect the staff member making the report from any form of reprisal.



5.0 WHEN WILL A REPORT BE PROTECTED?

Council will support any staff who report wrongdoing. For a report to be considered a public interest disclosure, it has to meet all of the requirements under the PID Act. These requirements are:

- The person making the disclosure must honestly believe on reasonable grounds that the information shows or tends to show wrongdoing:
 - Honestly believe - you genuinely believe something is happening, as opposed to having a 'suspicion' that it may be occurring.
 - Reasonable grounds - would someone with an objective viewpoint in the circumstances, also believe wrongdoing was occurring/had occurred
 - Shows or tends to show – is there sufficient information to indicate wrongdoing, i.e. did you or another person observe something, is an item missing or are there contradictory records that have no other explanation?

- The report has to be made to one or more of the following:
 - a position nominated in this Policy – see Section 9 of this Policy
 - the General Manager
 - one of the investigating authorities nominated in the PID Act – see Sections 10 and 18 of this policy

Reports by staff and councillors will not be considered to be public interest disclosures if they:

- mostly question the merits of government policy, including the policy of the governing body of the Council;
- are made with the sole or substantial motive of avoiding dismissal or other disciplinary action.

6.0 HOW TO MAKE A REPORT

You can report wrongdoing in writing or verbally. You are encouraged to make a report in writing as this can help to avoid any confusion or misinterpretation.

If a report is made verbally, the person receiving the report must make a comprehensive record of the disclosure and ask the person making the disclosure to sign this record. The staff member should keep a copy of this record.

If you are concerned about being seen making a report, ask to meet in a discreet location away from the workplace.

7.0 CAN A REPORT BE ANONYMOUS?

There will be some situations where you may not want to identify yourself when you make a Public Interest Disclosure. Although these reports will still be dealt with by Council, it is best if you identify yourself. This allows us to provide you with any necessary protection and support, as well as feedback about the outcome of any investigation into the allegations.

It is important to realise that an anonymous disclosure may not prevent you from being identified. If we do not know who made the report, it is very difficult for us to prevent any reprisal action.

8.0 MAINTAINING CONFIDENTIALITY

Council realises many staff will want their report to remain confidential. This can help to prevent any action being taken against you for reporting wrongdoing.



Council is committed to keeping your identity, and the fact you have reported wrongdoing, confidential. However there may be situations where this may not be possible or appropriate. We will discuss with you whether it is possible to keep your report confidential.

If confidentiality cannot be maintained, we will develop a plan to support and protect you from risks of reprisal. You will be involved in developing this plan. You will also be told if your report will be dealt with under the Council's Code of Conduct, as this may mean certain information will have to be tabled at a Council Meeting.

If you report wrongdoing, you should only discuss your report with those dealing with it. This will include the Disclosures Coordinator and the General Manager. If you discuss your report more broadly, you may affect the outcome of any investigation.

9.0 WHO CAN RECEIVE A REPORT WITHIN COUNCIL?

You are encouraged to report general wrongdoing to your supervisor. However the PID Act requires that – for a report to be a public interest disclosure – it must be made to a public official in accordance with the Council's disclosure procedures. For Council, this means this Policy and any supporting procedures.

Any supervisor who receives a report that they believe may be a public interest disclosure must refer the staff member making the report to one of the positions listed below. The broader responsibilities of these positions is outlined in the procedures supporting this Policy.

- If you are Council staff and your report involves a councillor, you should make it to the General Manager or the Mayor.
- If you are a councillor and your report is about another councillor, you should make it to the General Manager or the Mayor.

The following positions are the only staff within Council who can receive a public interest disclosure report.

a. **General Manager**

You can report wrongdoing directly to the General Manager. The General Manager is responsible for:

- deciding if a report is a public interest disclosure;
- determining what needs to be done next, including referring it to other authorities;
- deciding what needs to be done to correct the problem that has been identified.

The General Manager must make sure there are systems in place in Council to support and protect staff who report wrongdoing.

The General Manger is also responsible for referring actual or suspected corrupt conduct to the Independent Commission Against Corruption.

The General Manager can be contacted on (02) 4560 4410.

b. **Mayor**

If you are making a report about the General Manager, you should make your report to the Mayor. The Mayor is responsible for:

- deciding if a report is a public interest disclosure;
- determining what needs to be done next, including referring it to other authorities;
- deciding what needs to be done to correct the problem that has been identified.



If the report is about the General Manager, the Mayor is also responsible for referring actual or suspected corrupt conduct to the Independent Commission Against Corruption.

Current contact information is available from the Mayor/General Manager's Personal Assistant on (02) 4560 4410.

c. Disclosures Coordinator

The Disclosures Coordinator has a central role in dealing with reports made by staff. They receive them, assess them, and refer them to the people within Council who can deal with them appropriately.

The Disclosures Coordinator is the Director Support Services, contactable on (02) 4560 4585.

d. Disclosures Officers

Disclosures Officers work with the Disclosures Coordinator, and are responsible for receiving, forwarding and/or dealing with reports made in accordance with this Policy.

The Disclosure Officer is the Manager Corporate Services and Governance, contactable on (02) 4560 4426.

10.0 WHO CAN RECEIVE A REPORT OUTSIDE OF COUNCIL

Staff are encouraged to report wrongdoing within Council, but internal reporting is not your only option. If you follow the guidance below, your report can still be a public interest disclosure.

You can choose to make your report to an investigating authority. You can do this first, or at any stage after your initial report to Council. If your report is about the General Manager or the Mayor, you should also consider making it to an investigating authority.

You can also choose to make a report to a Member of Parliament or a journalist, but only in limited circumstances.

a. Investigating authorities

The PID Act lists a number of investigating authorities in NSW that staff can report wrongdoing to and the categories of wrongdoing each authority can deal with.

In relation to councils, these authorities are:

- the Independent Commission Against Corruption (ICAC) — for corrupt conduct;
- the Ombudsman — for maladministration;
- the Police Integrity Commission (PIC) — for police misconduct;
- the Police Integrity Commission (PIC) Inspector — for disclosures about the Police Integrity Commission (PIC) or its staff;
- the Division of Local Government, Department of Premier and Cabinet — for disclosures about local government agencies;
- the ICAC Inspector — for disclosures about the ICAC or its staff;
- the Information Commissioner — for disclosures about a government information contravention.

You should contact the relevant authority for advice about how to make a disclosure to them. Contact details for each investigating authority are provided at the end of this Policy.



You should be aware that it is very likely the investigating authority will discuss the case with Council. We will make every effort to assist and cooperate with the investigating authority to ensure the matter is dealt with appropriately and there is a satisfactory outcome. We will also provide appropriate support and assistance to staff who report wrongdoing to an investigating authority.

b. Members of Parliament or journalists

To have the protections of the PID Act, staff reporting wrongdoing to a Member of Parliament (MP) or a journalist must have already made substantially the same report to one of the following:

- the General Manager;
- a person nominated in this Policy;
- an investigating authority in accordance with the PID Act.

Also, Council or the investigating authority that received the report must have either:

- decided not to investigate the matter;
- decided to investigate the matter, but not completed the investigation within six months of the original report;
- investigated the matter but not recommended any action as a result;
- not told the person who made the report, within six months of the report being made, whether the matter will be investigated.

Most importantly – to be protected under the PID Act – if you report wrongdoing to an MP or a journalist you will need to be able to prove that you have reasonable grounds for believing that the disclosure is substantially true and that it is in fact substantially true.

If you report wrongdoing to a person or an organisation that is not listed above, you will not be protected under the PID Act. This may mean you will be in breach of legal obligations or Council's Code of Conduct – by, for example, disclosing confidential information.

For more information about reporting wrongdoing outside Council, contact the Disclosures Coordinator or the NSW Ombudsman's Public Interest Disclosures Unit. (Contact details are provided at the end of this Policy.)

11.0 FEEDBACK TO STAFF WHO REPORT WRONGDOING

Staff who report wrongdoing will be told what is happening in response to their report.

- Within five working days of making your report you will be given:
 - written acknowledgement that your disclosure has been received;
 - the timeframe for when you will receive further updates;
 - the name and contact details of the people who can tell you what is happening;
 - a copy of this Policy.
- Within ten working days of making your report a decision will be made about how your report will be dealt with, and you will be given:
 - information about the action that will be taken in response to your report;
 - likely timeframes for any investigation;
 - information about the resources available within Council to handle any concerns you may have;
 - information about external agencies and services you can access for support.



- During any investigation, you will be given:
 - information on the ongoing nature of the investigation;
 - information about the progress of the investigation and reasons for any delay;
 - advice if your identity needs to be disclosed for the purposes of investigating the matter, and an opportunity to talk about this.

- At the end of any investigation, you will be given:
 - enough information to show that adequate and appropriate action was taken and/or is proposed to be taken in response to your disclosure and any problem that was identified;
 - advice about whether you will be involved as a witness in any further matters, such as disciplinary or criminal proceedings.

12.0 PROTECTION AGAINST REPRISALS

The PID Act provides protection for people reporting wrongdoing by imposing penalties on anyone who takes detrimental action, substantially in reprisal for them making the public interest disclosure.

Council will not tolerate any reprisal action against staff who report wrongdoing. The criminal penalties that can be imposed include imprisonment or fines. Detrimental action is also misconduct that justifies disciplinary action. People who take detrimental action against someone who has made a disclosure can also be required to pay damages for any loss suffered by that person.

Detrimental action means action causing, comprising or involving any of the following:

- injury, damage or loss;
- intimidation or harassment;
- discrimination, disadvantage or adverse treatment in relation to employment;
- dismissal from, or prejudice in, employment;
- disciplinary proceedings.

a. Responding to reprisals

Council will act to protect staff who report wrongdoing from reprisals.

If you believe that detrimental action has been or is being taken against you or someone else who has reported wrongdoing in reprisal for making a report, you should tell your supervisor, the Disclosures Coordinator or the General Manager immediately.

All supervisors must report any suspicions they have that reprisal action against a staff member is occurring, or any reports that are made to them, to the Disclosures Coordinator or the General Manager. If the Disclosures Coordinator becomes aware of reprisal action against a person who has made a disclosure, they will:

- ensure a senior and experienced member of staff, who has not been involved in dealing with the initial disclosure, will investigate the suspected reprisal;
- give the results of that investigation to the General Manager for a decision;
- give the results of that investigation to the Mayor for a decision if the allegation of reprisal action is about the General Manager;
- if it has been established that reprisal action is occurring against someone who has made a disclosure, take all steps possible to stop that activity and protect the member of staff who made the disclosure;
- take appropriate disciplinary or criminal action against anyone proven to have taken or threatened any action in reprisal for making a disclosure.



If you report reprisal action, you will be kept informed of the progress of any investigation and the outcome.

The General Manager may issue specific directions to help protect against reprisals. These may include:

- issuing warnings to those alleged to have taken reprisal action against the member of staff who made the disclosure;
- relocating the member of staff who made the disclosure or the subject officer within the current workplace;
- transferring the member of staff who made the disclosure or the staff member who is the subject of the allegation to another position for which they are qualified;
- granting the member of staff who made the disclosure or the subject officer leave of absence during the investigation of the disclosure.

These directions will only be taken if the member of staff who made the disclosure agrees to it. The Disclosures Coordinator will make it clear to other staff that this action was taken in consultation with the staff member and with management support – and it is not a punishment.

If you have reported wrongdoing and feel that any reprisal action is not being dealt with effectively, contact the Ombudsman or the ICAC – depending on the type of wrongdoing you reported. Contact details for all these investigating authorities are included at the end of this Policy.

b. Protection Against Legal Action

If you make a disclosure in accordance with the PID Act, you will not be subject to any liability and no action, claim or demand can be taken against you for making the disclosure. You will not have breached any confidentiality or secrecy obligations if you make a Public Interest Disclosure in accordance with this Policy, and you will have the defence of absolute privilege in defamation.

13.0 SUPPORT FOR THOSE REPORTING WRONGDOING

Council will make sure that staff who have reported wrongdoing, regardless of whether they have made a public interest disclosure, are provided with access to any professional support they may need as a result of the reporting process – such as stress management, counselling services, legal or career advice.

Council has staff who will support those who report wrongdoing. They are responsible for initiating and coordinating support, particularly to those who are suffering any form of reprisal.

The support officer for persons making disclosures is the Manager Human Resources, contactable on (02) 4560 4412.

All supervisors must notify the Disclosures Coordinator if they believe a staff member is suffering any detrimental action as a result of disclosing wrongdoing.

14.0 SANCTIONS FOR MAKING FALSE OR MISLEADING DISCLOSURES

It is important that all staff are aware that it is a criminal offence under the PID Act to wilfully make a false or misleading statement when reporting wrongdoing.



15.0 SUPPORT FOR THE SUBJECT OF A REPORT

Council is committed to ensuring staff who are the subject of a report of wrongdoing are treated fairly and reasonably. If you are the subject of a report, you will be:

- treated fairly and impartially;
- told your rights and obligations under our policies and procedures;
- kept informed during any investigation;
- given the opportunity to respond to any allegation made against you;
- told the result of any investigation.

16.0 REVIEW

This Policy will be reviewed every 12 months.

For any advice or guidance about this Policy, contact Council's Disclosures Coordinator or the NSW Ombudsman's Public Interest Disclosures Unit.

17.0 MORE INFORMATION

The supporting procedures regarding public interest disclosures are available on Council's Intranet.

Staff can also access advice and guidance from Council's Disclosures Coordinator and the NSW Ombudsman's website at www.ombo.nsw.gov.au.

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18.0 RESOURCES

The contact details for external investigating authorities that staff can make a public interest disclosure to or seek advice from are listed below.

For disclosures about corrupt conduct:

Independent Commission Against Corruption (ICAC)
Phone: 02 8281 5999
Toll free: 1800 463 909
Tel. typewriter (TTY): 02 8281 5773
Facsimile: 02 9264 5364
Email: icac@icac.nsw.gov.au
Web: www.icac.nsw.gov.au
Address: Level 21, 133 Castlereagh Street, Sydney NSW 2000

For disclosures about maladministration:

NSW Ombudsman
Phone: 02 9286 1000
Toll free (outside Sydney metro): 1800 451 524
Tel. typewriter (TTY): 02 9264 8050
Facsimile: 02 9283 2911
Email: nswombo@ombo.nsw.gov.au
Web: www.ombo.nsw.gov.au
Address: Level 24, 580 George Street, Sydney NSW 2000

For disclosures about serious and substantial waste:

Auditor-General of the NSW Audit Office
Phone: 02 9275 7100
Facsimile: 02 9275 7200
Email: mail@audit.nsw.gov.au
Web: www.audit.nsw.gov.au
Address: Level 15, 1 Margaret Street, Sydney NSW 2000

For disclosures about serious and substantial waste in local government agencies:

Division of Local Government in the Department of Premier and Cabinet
Phone: 02 4428 4100
Tel. typewriter (TTY): 02 4428 4209
Facsimile: 02 4428 4199
Email: dlg@dlg.nsw.gov.au
Web: www.dlg.nsw.gov.au
Address: 5 O'Keefe Avenue, Nowra, NSW 2541

For disclosures about police misconduct:

Police Integrity Commission (PIC)
Phone: 02 9321 6700
Toll free: 1800 657 079
Facsimile: 02 9321 6799
Email: contactus@pic.nsw.gov.au
Web: www.pic.nsw.gov.au
Address: Level 3, 111 Elizabeth Street, Sydney NSW 2000

For disclosures about breaches of the GIPA Act:

Information Commissioner
Toll free: 1800 463 626
Facsimile: 02 8114 3756
Email: oinfo@oic.nsw.gov.au
Web: www.oic.nsw.gov.au
Address: Level 11, 1 Castlereagh Street, Sydney NSW 2000