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## 8 Police services

This chapter reports on the performance of police services. These comprise the operations of the police agencies of each State and Territory government and the ACT community policing function performed by the Australian Federal Police under the ‘Policing arrangement between the ACT and Commonwealth governments’. The national policing function of the Australian Federal Police and other national non-police law enforcement bodies, such as the National Crime Authority, are not included in the Report.

A profile of the police sector appears in section 8.1, followed by a brief discussion of recent policy developments in section 8.2. The general approach to performance measurement for police services is outlined in section 8.3. The overarching indicators of police performance are contained in section 8.4, and the specific performance measurement frameworks and data for each service delivery area are discussed in sections 8.5–8.9. Section 8.10 contains information on capital costs in police services and section 8.11 covers the future directions in performance reporting. The chapter concludes with information on sample data (section 8.12), jurisdictions’ comments (section 8.13) and definitions (section 8.14).

Supporting tables for chapter 8 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel 97 format as \Publications\Reports\2002\Attach8A.xls and in Adobe PDF format as \Publications\Reports\2002\Attach8A.pdf.

Supporting tables are identified in references throughout this chapter by an ‘A’ suffix (for example, table 8A.3 is table three in the electronic files). They may be subject to revision. The most up-to-date versions of these files can be found on the Review’s web page ([www.pc.gov.au/gsp](http://www.pc.gov.au/gsp)). Users without Internet access can contact the Secretariat to obtain up-to-date versions of these tables (see details on the inside front cover of the Report).

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## 8.1 Profile of police services

### Service overview

The police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community; the investigation of offences and provision of services to the judicial process; and the provision of road safety and traffic management.

Police are involved in a diverse range of activities aimed at reducing the incidence and effect of criminal activity. Police also respond to more general needs in the community — for example, assisting emergency services, mediating family and neighbourhood disputes, delivering messages regarding death or serious illness and advising on general policing and crime issues (Criminal Justice Commission 1996).

### Roles and responsibilities

Policing services are predominantly the responsibility of State and Territory government police agencies. The Australian Federal Police provides a community policing service in the ACT through a strategic partnership underpinned by a detailed purchaser/provider agreement. The Commonwealth Government is responsible for the Australian Federal Police.

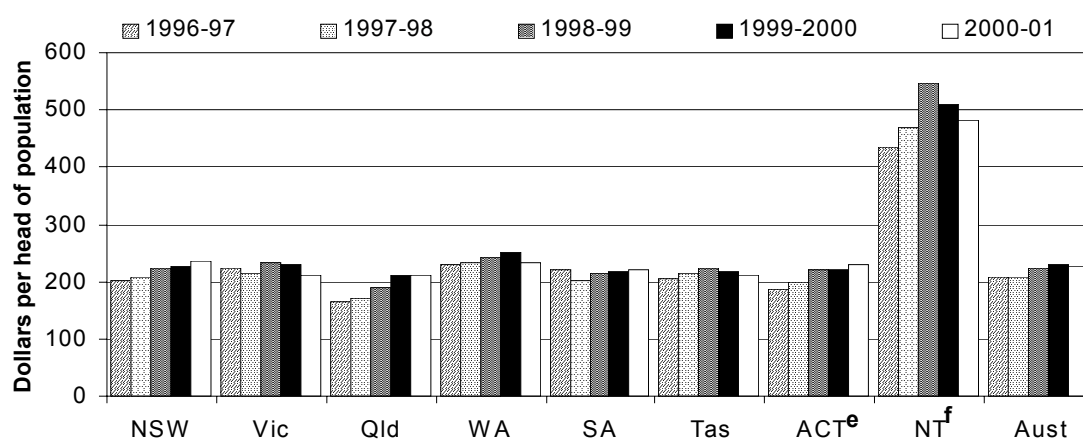
While each jurisdiction's police service is autonomous, there is significant cooperation across jurisdictions under the auspices of the Australasian Police Ministers' Council (APMC). There are also bilateral arrangements and common national police services, such as the National Institute of Forensic Sciences and the Australasian Centre for Policing Research.

### Expenditure

Funding for police services comes almost exclusively from State and Territory government budgets, with some specific-purpose Commonwealth grants. Real recurrent expenditure (less revenue from own sources) on police services across Australia was approximately \$4 billion (or \$225 per head of population) in 2000-01. Across jurisdictions, it varied from \$483 per head of population in the NT to \$212 per head of population in Victoria, Queensland and Tasmania (figure 8.1). The average annual change in real recurrent expenditure (less revenue from own sources) between 1996-97 and 2000-01 ranged from an increase of 6.7 per cent in Queensland to a reduction of 1.5 per cent in Victoria (table 8A.11).

Variations in policies, socioeconomic factors and geographic/demographic characteristics may impact on expenditure for police services in each jurisdiction. To this end, some preliminary work has been undertaken to assess the degree to which remoteness affects the level of police expenditure within jurisdictions (box 8.1). As well, the scope of activities undertaken by police services will vary across jurisdictions. Tables 8A.1–8A.8 contain a breakdown of the expenditure and revenue from own sources (as well as staffing levels and asset values) of each jurisdiction’s police service for 1996-97 to 2000-01.

**Figure 8.1 Real recurrent expenditure (less revenue from own sources) on police services<sup>a, b, c, d</sup>**



<sup>a</sup> Revenue from own sources includes user charges and other types of revenue (for example, revenue from sale of stores and plant). It excludes fine revenue, money received as a result of warrant execution, and revenue from the issuing of firearm licences. <sup>b</sup> Excludes the user cost of capital. <sup>c</sup> Includes payroll tax for all jurisdictions, except WA and the ACT (which are exempt from payroll tax). If WA and the ACT were liable for paying payroll tax, then real recurrent expenditure (less revenue from own sources) in 2000-01 would have increased by \$10 per head of population in WA and \$12 in the ACT. <sup>d</sup> Population based on ABS estimates for June 2001. <sup>e</sup> In 2000-01, as a result of a comprehensive review of enabling costs applicable to ACT Policing, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that material in this Report is not directly comparable with that for previous years. <sup>f</sup> The inclusion of superannuation costs for the first time in 1998-99 accounted for two thirds of the increase in expenditure data from 1997-98 to 1998-99.

Source: table 8A.11.

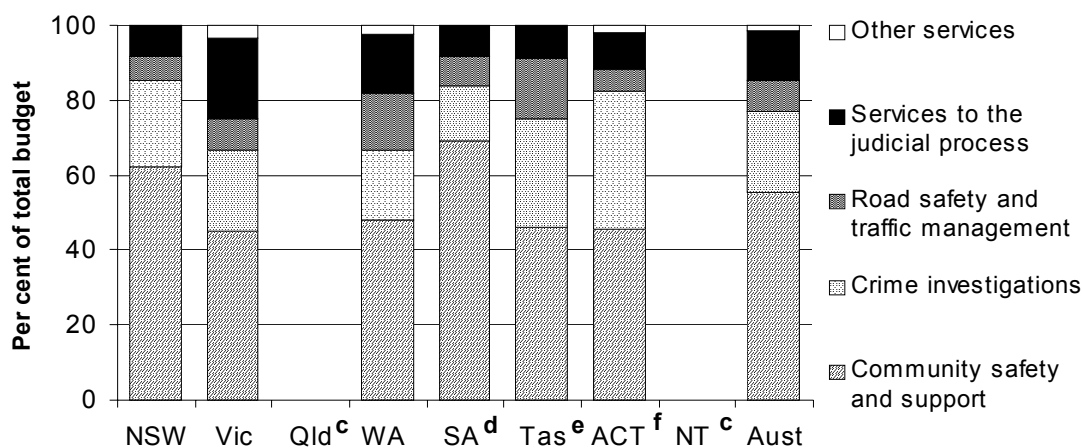
### *Expenditure breakdown by key service delivery area*

The chapter breaks police outputs/programs into four service delivery areas (SDAs). A fifth area (‘other services’) has been identified to account for expenditure by jurisdictions on unique functions that are not included in the SDAs. Expenditure data on each SDA are not strictly comparable. (Further information is included in section 8.3 and the outputs/programs undertaken within each SDA, by jurisdiction, are listed in table 8A.10).

Differences in counting rules exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. As well, the activity survey data which provides the relative breakdown of expenditure, is reliant on snapshot data for most jurisdictions and may not be truly reflective of peaks and troughs in expenditure throughout the year. The reliability and representativeness of survey data will continue to improve as more surveys are conducted. In the meantime, caution should be taken when comparing results across jurisdictions.

The NT cannot produce activity based results as it does not collect the necessary data, and Queensland did not provide a breakdown by SDA because of concerns about the comparability of data. As a proportion of each jurisdiction's total budget, SA spent the most on community safety and support (69.1 per cent) in 2000-01, while the ACT spent the most on crime investigation (36.8 per cent). Expenditure on road safety and traffic management (as a proportion of total budget) was highest in Tasmania (16.0 per cent), while Victoria spent the most on providing services to the judicial process (21.8 per cent) (figure 8.2). Expenditure is broken down by SDA for 2000-01 in figure 8.2 and for 1999-2000 in table 8A.13.

Figure 8.2 Recurrent expenditure (less revenue from own sources) on police services, by service delivery area, 2000-01<sup>a, b</sup>



<sup>a</sup> Data have not been subject to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Overheads (for example, infrastructure costs, such as rent on buildings and vehicle and equipment costs) have been apportioned to these SDAs on a *pro rata* basis. <sup>c</sup> Data are only available for all key SDAs combined. <sup>d</sup> The allocation of resources in 2000-01 was based on both work activity surveys from a representative sample of four major local service areas in February 2001 and data provided by service areas. The crime investigation activities exclude a wide range of crime prevention, reduction and response activities which is the same methodology applied in 1999-2000. <sup>e</sup> The data exclude expenditure associated with emergency management and the protection of primary industries and fisheries resources. Costs associated with a new section, Forensic Science Service, in July 2000 have also been excluded. <sup>f</sup> Costs are apportioned across SDAs through use of direct and indirect cost attribution. In situations where no direct relationship can be identified, or where expenditure is attributable to numerous SDAs, indirect costing systems (based on activity survey data) are used.

Source: table 8A.12.

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**Box 8.1 Police analysis of rural/remote issues**

The Police Working Group has tried to measure the extent to which remoteness affects the level of police expenditure in jurisdictions.

A preliminary study was conducted in NSW to evaluate the usefulness of the Accessibility and Remoteness Index for Australia (ARIA) in defining areas for analysis on the basis of their apparent remoteness. The study used the 12-point ARIA scores for Census collector districts to derive an average ARIA score for police administrative areas — Local Area Commands (LACs). The LACs were then categorised into highly accessible; moderately accessible; accessible; remote; and very remote.

The total costs of policing for each category were calculated after apportioning costs absorbed at higher administrative units (for example, region and headquarters). Finally, the average cost per head of population (using 1996 Census data) was calculated for each category.

The cost of policing per head of population was least in highly accessible areas and increased for each subsequent category of remoteness. The average cost in the most remote areas of NSW was almost equivalent to the average cost in the NT as a whole (that is, over \$500 per head of population). Similarly, the average cost in the ACT was about the same as that for highly accessible areas of NSW.

Although the study shows average costs increase in line with remoteness, the Police Working Group has some outstanding issues associated with the use of ARIA. The ARIA scores are derived by determining the distance by road from centres of various sizes. As such, ARIA provides a measure of relative remoteness but does not address the fundamental issue of accessibility, for which additional information (for example, road condition or alternative means of access) are required. Further, the treatment of islands, which receive a score of 2 plus the value of the nearest mainland point, is considered arbitrary, as it does not take account of means of access and affordability.

While the study undertaken by NSW is preliminary, it does nonetheless provide some insights. Should the Working Group agree on an appropriate rural/remoteness framework, there may be the potential for more in-depth reporting in this area for future Reports.

*Source:* NSW Police (unpublished).

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## Size and scope of sector

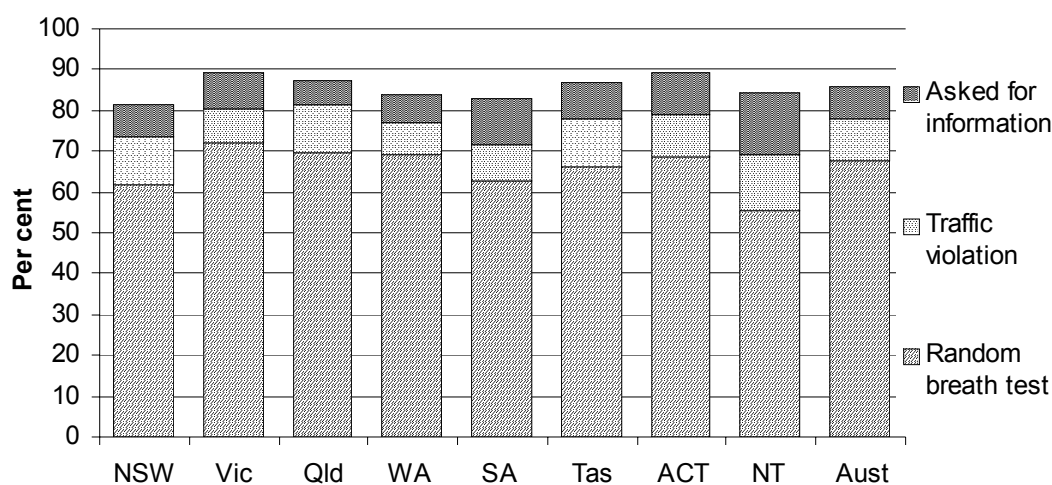
### *Client groups*

Broadly, the whole community is a ‘client’ of the police. All individuals are provided with protection, help and reassurance, and everyone is required to comply with the law. Some members of the community have more direct dealings with the police and can be considered a specific client group, for example:

- victims of crime;
- those suspected of committing offences;
- those reporting criminal incidents;
- those involved in traffic related incidents;
- third parties (such as witnesses to crime and people reporting accidents); and
- those requiring police services for non-crime related matters.

Of all people in Australia aged 18 years and over, approximately 49.4 per cent had some form of contact with police in 2000 (table 8A.36). Police initiated the most recent contact in 58.8 per cent of these cases (table 8A.38), mainly to undertake random breath testing (67.6 per cent of cases), pursue traffic violations (10.1 per cent) and ask for information (8.1 per cent). The three main reasons for police contact are outlined by jurisdiction in figure 8.3.

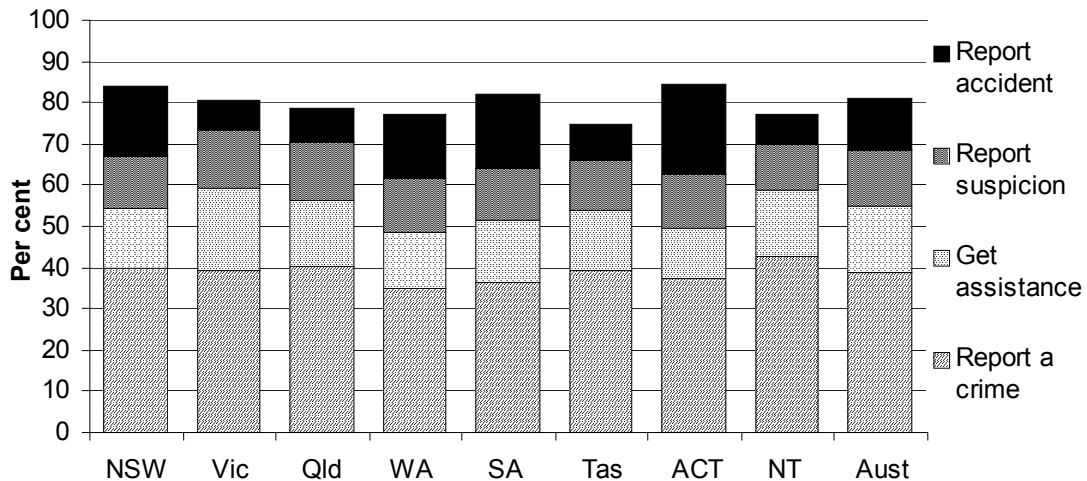
**Figure 8.3 The three most frequent reasons for police contacting respondent in most recent contact, 2000 (per cent)**



Sources: ABS, Population Survey Monitor, 2000; table 8A.40.

Nationally, the respondents to the survey initiated the contact with police in 41.2 per cent of cases (table 8A.38), mainly to report a crime (38.8 per cent), receive assistance (16.2 per cent) or report a suspicion (13.3 per cent). The four main reasons are outlined by jurisdiction in figure 8.4.

**Figure 8.4 The four most frequent reasons for respondent contacting police in most recent contact, 2000 (per cent)**



Sources: ABS, Population Survey Monitor, 2000; table 8A.39.

### *Recorded crime in Australia*

The Australian Bureau of Statistics (ABS) compiles comparable data on recorded victims of crime for selected offences. These statistics relate to those crimes against the person and crimes against property that are common across jurisdictions, but do not reflect all recorded crimes (box 8.2).

Therefore, the data reported in the chapter on crimes against the person and crimes against property understate the true level of crime in Australia because not all offences are reported to, or become known by, police. In addition, the offences include only selected offences and exclude certain offences for which it is more difficult to develop comparable data (for example, fraud offences). Section 8.5 contains further information on crime rates and victims of specific offences.

Crimes against the person include murder; attempted murder; manslaughter; assault; sexual assault; kidnapping/abduction; robbery; and blackmail/extortion. Crimes against property include unlawful entry with intent; motor vehicle theft; and other theft.

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## Box 8.2 Victims of crime

### Recorded crime statistics

Since 1993, the ABS has produced a series of publications providing crime statistics on victims of crime for a selected group of offence types, recorded by State and Territory police services in Australia. Victims can be people, organisations, premises or motor vehicles, depending on the type of offence. Included are victims of attempted offences (ie. attempted assault is counted as part of assault), but attempted motor vehicle theft is excluded. *Recorded Crime, Australia, 2000* is the latest publication in this series.

#### *Comparing recorded crime statistics across jurisdictions*

The compilation of recorded crime statistics uses national standards and classifications, but caution should be exercised when directly comparing these statistics across States and Territories because:

- data are based on recorded crimes only; and
- reporting procedures, crime recording systems and legislation differ across States and Territories.

#### *Comparing recorded crime statistics with jurisdiction-specific data*

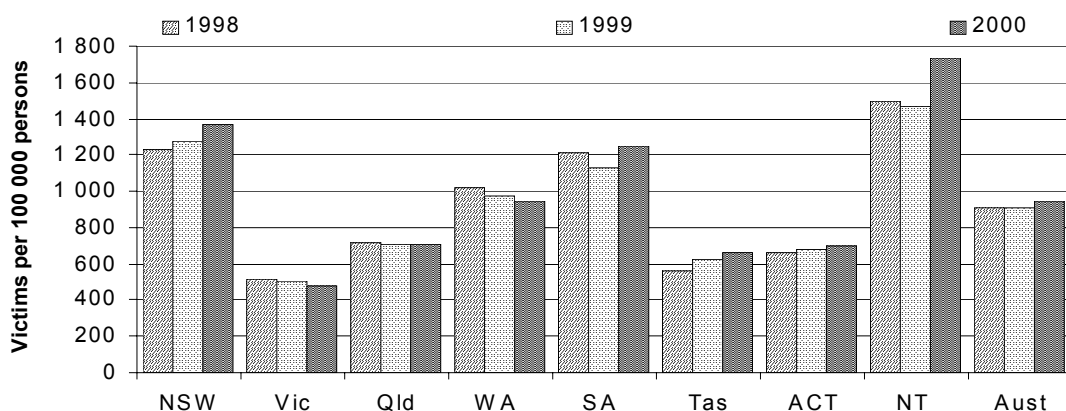
Care should also be taken if attempting to compare the ABS' recorded crime statistics with data reported by some jurisdictions. The former are *victim based* (that is, based on the number of victims per selected offence category), whereas data for each State and Territory are commonly *offence or incident based* (that is, based on the total number of offences or incidents recorded). To illustrate the difference, multiple offences of the same national offence category committed against the same victim are included as only one count in the national crime statistics, but the information systems in each jurisdiction may separately count each offence committed against the same victim.

### Crime and safety statistics

Another valuable measure of crime is the Crime and Safety Survey Australia, conducted by the ABS. The latest national survey was conducted in April 1998, and data from this survey were released in August 1999. This survey provides information on the levels of both reported and unreported victimisation in the Australian community for selected offences. In addition, the ABS undertook to repeat the survey in NSW, WA and SA in 2000. The next national survey will be conducted in April 2002.

In Australia during 2000, there were 181 747 victims of crime against the person recorded by police (table 8A.14). This figure includes 4610 victims (such as organisations) of armed/unarmed robbery and blackmail/extortion. Expressed as a proportion, there were 949 victims of crime against the person, per 100 000 persons. The number of crimes per 100 000 persons in 2000 varied across jurisdictions, from 1737 in the NT to 475 in Victoria. Rates from 1998 to 2000 for each jurisdiction are outlined in figure 8.5.

**Figure 8.5 Victims of recorded crimes against the person, 1998 to 2000<sup>a, b</sup>**

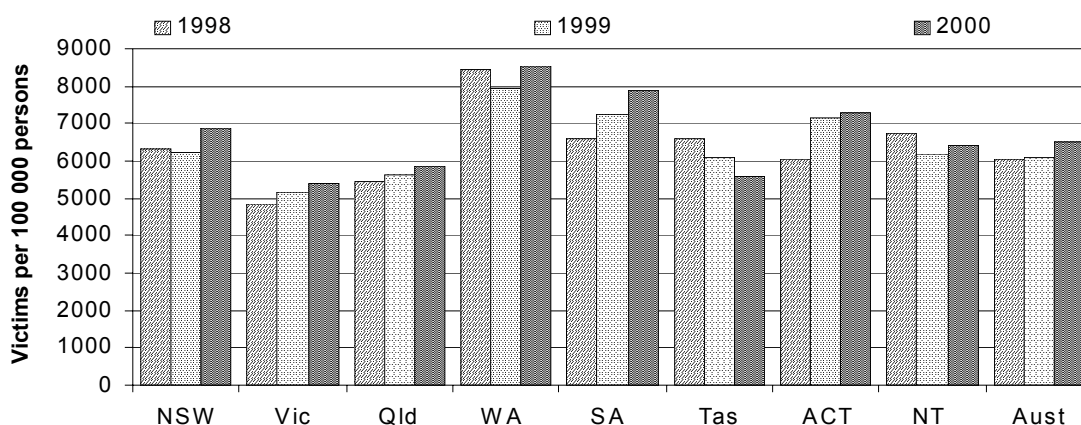


<sup>a</sup> Excludes offences against Commonwealth laws processed under Commonwealth jurisdiction; conspiracy offences; aiding, abetting and accessory offences; and other offence types, such as drug and prostitution offences. <sup>b</sup> Includes murder; attempted murder; manslaughter; assault; sexual assault; kidnapping/abduction; armed robbery; unarmed robbery; and blackmail/extortion. Data are based on crimes reported to police. Includes a small proportion of non-person victims (such as organisations) of armed/unarmed robbery and blackmail/extortion. For person offences, the victim may be the victim of multiple person offences within a single criminal incident.

Sources: ABS 2001c; table 8A.14.

In 2000, there were 1 250 772 victims of crimes against property (or 6530 per 100 000 persons) in Australia. Across jurisdictions, the number per 100 000 persons ranged from 8547 in WA to 5384 in Victoria. The number of crimes against property, per 100 000 persons, between 1998 and 2000 is outlined for each jurisdiction in figure 8.6.

**Figure 8.6 Victims of recorded crimes against property, 1998 to 2000<sup>a, b</sup>**



<sup>a</sup> Excludes offences against Commonwealth laws processed under Commonwealth jurisdiction; conspiracy offences; aiding, abetting and accessory offences; and other offence types, such as drug and prostitution offences. <sup>b</sup> Includes unlawful entry with intent; motor vehicle theft; and other theft. Data are based on crimes reported to police. Includes a small proportion of person victims of other theft.

Sources: ABS 2001c; table 8A.14.

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## Staffing

Most people directly involved in delivering police services are sworn police officers. These officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. A trend has developed in recent years to increase the participation of non-sworn officers (or contracted external providers) in some activities. 'Civilianisation' of police services has three key objectives:

- to reduce costs;
- to account for the increasing need for specialist skills; and
- to reduce the involvement of sworn staff in duties that do not require police powers (eg. administrative work, crime scene analysis and intelligence analysis).

Total police staffing in Australia was 53 912 (or 277 staff per 100 000 persons) in 2000-01, which is around the same number of staff per 100 000 persons recorded in 1996-97 (278 staff per 100 000 population), and is higher than the 274 staff per 100 000 population recorded in 1998-99 (table 8A.15).

Nationally, staffing comprised 215 sworn police officers and 62 unsworn employees per 100 000 persons in 2000-01. Across jurisdictions, total staffing ranged from 561 staff per 100 000 persons in the NT to 243 staff per 100 000 persons in Victoria. Over the period of 1996-97 to 2000-01, the national level of sworn police staff fell by two staff members per 100 000 population while the level of unsworn police staff increased by one staff member per 100 000 population (table 8.1).

Table 8.1 **Police staff by sworn/unsworn status (staff members per 100 000 population)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas<sup>b</sup></i>	<i>ACT<sup>c</sup></i>	<i>NT<sup>d</sup></i>	<i>Aust</i>
Sworn police staff									
1996-97	207	219	193	264	229	218	210	438	217
1998-99	208	203	199	251	231	227	214	454	214
2000-01	207	196	213	247	238	230	187	475	215
Unsworn police staff									
1996-97	64	46	69	79	43	86	25	117	61
1998-99	57	43	79	74	57	73	21	93	60
2000-01	59	47	86	63	65	72	58	86	62

<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> Additional unsworn staff were employed in 1996-97 to manage the firearms buy-back scheme. <sup>c</sup> Civilianisation of support functions has occurred throughout 2000-01 with the 'communications centre' now being substantially staffed by non-sworn staff. As well, as a result of a comprehensive review of enabling costs applicable to ACT policing, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that material in this Report is not directly comparable with that for previous years. <sup>d</sup> Sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: table 8A.15.

The changes in composition, however, varied depending on the jurisdiction; for example, the NT increased its level of sworn police staff per 100 000 persons from 438 to 475, but decreased its unsworn staff from 117 to 86 over this period. In contrast, over the same 1996-97 to 2000-01 period, Victoria's sworn police staff (per 100 000 persons) decreased from 219 to 196, while its unsworn staff increased from 46 to 47 persons (table 8.1).

Police staff can also be categorised according to their operational status. An operational staff member is any person (sworn or unsworn) who delivers a police or police related service to an external customer directly (where an external customer refers to members of the public, other government departments, courts and the government) and includes:

- operational staff (general duties officers, detectives, traffic officers, community policing and station counter staff); and
- operational support staff (any person directly supporting the operational provider, including technical staff and intelligence staff).

A non-operational staff member is any person who does not satisfy the operational staff criteria, including functional support staff, such as finance staff and personnel services staff. Approximately 80.6 per cent of staff were operational in Australia in 2000-01. Across jurisdictions, the proportion ranged from 91.4 per cent in WA to 65.5 per cent in Queensland (table 8.2). However, the definition of operational status used by Queensland did not align with the national data dictionary. Care, therefore, needs to be taken when comparing Queensland with other jurisdictions.

Table 8A.16 in the attachment shows data on operational status for each jurisdiction from 1998-99 to 2000-01. Caution should be used when interpreting these results within and between jurisdictions, as the data for earlier years may not be strictly comparable due to changes in definitions or methods used to compile the data.

**Table 8.2 Police staff by operational status (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>c</sup></i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT<sup>d</sup></i>	<i>NT</i>	<i>Aust</i>
Operational staff									
2000-01	82.4	81.3	65.5	91.4	91.0	83.3	86.9	83.8	80.6
Non-operational staff									
2000-01	17.6	18.7	34.5	8.6	9.0	16.7	13.1	16.2	19.4

<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> The definition of operational status is quite broad and may be interpreted differently across jurisdictions. <sup>c</sup> The definitions of operational and non-operational status does not align with the national data dictionary, therefore, care should be taken when comparing Queensland with other jurisdictions. <sup>d</sup> This year, as a result of a comprehensive review of enabling costs applicable to ACT Policing, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that material in this Report is not directly comparable with that for previous years.

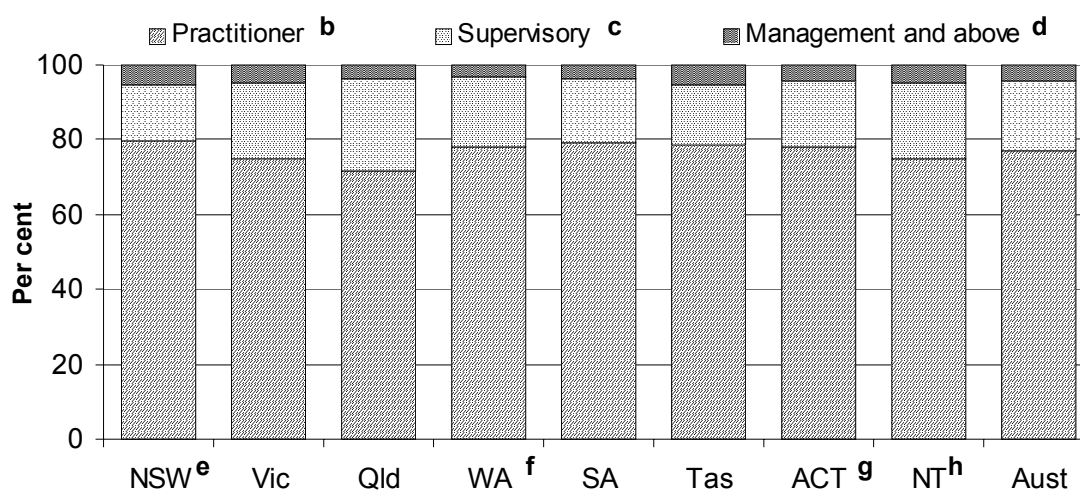
Source: table 8A.16.

Police staff can also be categorised according to their classification level. Nationally, in 2000-01, the majority of police staff (76.8 per cent) were concentrated at the practitioner level (comprising civilian administration staff and sworn staff from constable to senior constable). While there was little difference between jurisdictions, NSW had the highest proportion of its staff at the practitioner level (79.9 per cent).

More staff were at a supervisory level in Queensland (24.1 per cent) than anywhere else. New South Wales and Tasmania had the highest proportion (5.5 per cent) of staff at management level or above (including executive or senior executive level staff). The lowest proportion of staff at management level or above was in WA (2.9 per cent) (figure 8.7).

This is the third year in which these data have been published in the Report, and the results do not differ significantly from the classifications data published previously (tables 8A.18-8A.19).

**Figure 8.7 Police staff by classification, 2000-01<sup>a</sup>**



<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> Comprises civilian administration staff and sworn staff (from constable to senior constable). <sup>c</sup> Comprises civilian team leaders and sworn staff (from sergeant to senior sergeant). <sup>d</sup> Comprises management level staff (civilian managers and sworn staff from inspectors to superintendents), executive level staff (civilian senior executive service and sworn staff from chief superintendent to assistant commissioner) and senior executive level staff (civilian top senior executive service and sworn staff, including commissioner, deputy commissioner and equivalent executives). <sup>e</sup> Students at Charles Sturt University are not included in the practitioner category. <sup>f</sup> Excludes recruits in training. <sup>g</sup> As a result of a comprehensive review of enabling costs applicable to ACT Policing, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that material in this Report is not directly comparable with that for previous years. <sup>h</sup> Small units and remote stations are staffed at sergeant level.

Source: table 8A.17.

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## 8.2 Policy developments in policing

At its meeting on 13 December 2000, the APMC resolved that its top three agenda priorities for 2001 should be CrimTrac, e-crime and drug issues.

### *CrimTrac*

Australian police agencies have a long established commitment to the exchange of national policing information. In May 1990, the APMC formally established the National Exchange of Police Information (NEPI) to combine the resources of jurisdictions and to maximise the exchange of operational information. Established on 1 July 2000, CrimTrac is designed to build on the NEPI initiative by capitalising on advances in technology. It will allow Australian police agencies to take advantage of the dramatic opportunities opened up by recent advances in forensic science, information technology and communications. CrimTrac deliverables include: the National Automated Fingerprint Identification System; the National Criminal Intelligence DNA Database; and the National Child Sex Offenders Database. CrimTrac will allow for integrated access to policing information.

### *E-crime*

The issue of e-crime is particularly complex and challenging. The APMC has given its support to the Australasian Police Commissioners' E-crime Strategy, which will complement and build on various international initiatives. It will also complement the important work already undertaken by the Australasian Centre for Policing Research's Australasian Computer Crime Program; the Action Group into the law enforcement implications of electronic commerce; and initiatives directed at the protection of Australia's National Information Infrastructure.

The E-crime Strategy will position police to enable an effective response to a wide range of local and global crimes that use or target the Internet and information technology. Flowing from the Strategy, workplans have been developed addressing a number of critical activities. At their meeting in March 2001, the Police Commissioners identified a number of high priority issues including the development of broad based multi-level training strategies; an examination of current and emerging legislation; an examination of the role of law enforcement in this area; and options for the establishment of a National Centre for Cybercrime.

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## *Drugs issues*

Illicit drug use in Australia is associated with a range of social, economic and health problems. Australian police have instituted a range of measures in recognition of the need for vigorous law enforcement involvement to prevent and address these problems. In recognition of the lead role taken by the law enforcement sector in the area of illicit drug supply reduction, the APMC asked its Senior Officers' Group to develop a supply reduction strategy for heroin, which at the request of the Ministerial Council on Drug Strategy, was later broadened to include other illicit drugs. Since its inception, this strategy has undergone regular revisions and more recently has been completely rewritten to ensure that it continues to provide a relevant framework to guide drug law enforcement activities carried out by Australian agencies.

In addition, the May 1999 Police Commissioners' Conference resolved to establish a Drug Policy Subcommittee (DPS). The Subcommittee was established to provide a mechanism for the Police Commissioners to more clearly and strategically focus on illicit drug issues. The DPS has a work plan that contains 32 distinct issues. The work plan is regularly revised to ensure that it continues to address issues of concern for drug law enforcement in Australia.

Law enforcement liaises closely with its partners and other key stakeholders in this area to ensure a coordinated and holistic response to the issue.

### **8.3 General approach to performance measurement for police services**

Performance can be defined in terms of how well a service meets its objectives, given its operating environment. Performance indicators need to focus on outcomes and/or outputs aimed at meeting common, agreed objectives.

Four such objectives (and associated SDAs) have been identified for the purposes of this Report (box 8.3). The individual outputs/programs that are linked to the SDAs are contained in table 8A.10. For some jurisdictions, one output/program may be relevant for more than one SDA, and thus the jurisdiction may choose to disaggregate that output/program according to the data relevant to each SDA.

### Box 8.3 Objectives for police services

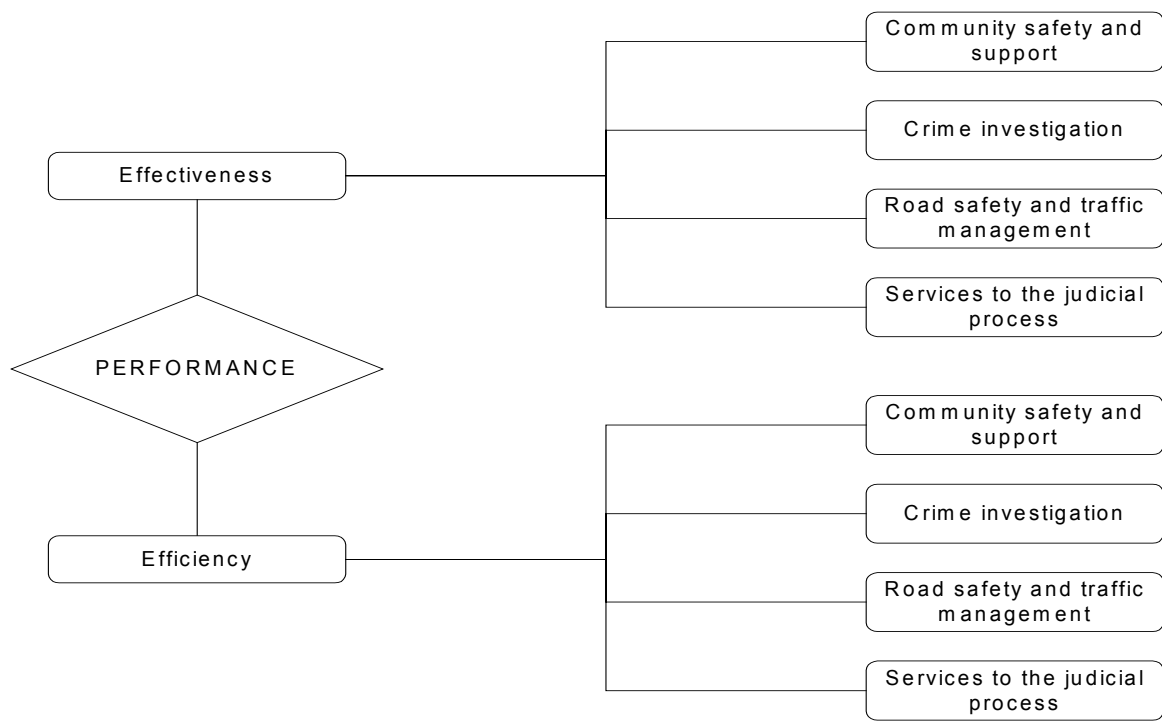
The key objectives for police services (and associated SDAs) are:

- to allow people to undertake their lawful pursuits confidently and safely (through activities associated with community safety and support);
- to bring to justice those persons responsible for committing an offence (through activities associated with crime investigation);
- to promote safer behaviour on roads (through activities associated with road safety and traffic management); and
- to support the judicial process to achieve efficient and effective court case management and judicial processing, while providing safe custody for alleged offenders, and ensuring fair and equitable treatment of both victims and alleged offenders (through activities associated with services to the judicial process).

These objectives are to be met through the provision of services in an equitable and efficient manner.

Figure 8.8 shows the framework of performance indicators. The reported results should be considered in conjunction with the data on demographic and geographic differences reported in appendix A, and with other available information on jurisdiction-specific characteristics.

Figure 8.8 General performance framework for the police services sector



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## Population Survey Monitor

As in past years, the ABS has undertaken a Community Perceptions of Police Services Survey. The ABS has conducted this survey quarterly using its Population Survey Monitor (PSM).

This survey provides a range of information, including the way in which the community perceives the police service, their own safety, and problems in the community and neighbourhood.

The combination of four quarters' results produces estimates for each year. (Selected results from the survey are presented in this chapter and in attachment 8A.) The timing of the quarterly survey in each jurisdiction may influence the survey data reported. Rare but significant adverse events in a jurisdiction (such as a mass murder or police corruption incident) may influence general satisfaction with police and perceptions of safety and crime levels.

The data obtained from the PSM may be different from the data that would have been obtained if the entire population was surveyed. Consequently, care needs to be taken when using survey results (box 8.4).

### **Box 8.4 Sampling error and statistical significance**

The actual precision of survey estimates depends on the survey sample size, the representativeness of the sample and the sample estimate. Large sample sizes result in higher precision, as do large sample estimates; for example, if 90 per cent of surveyed respondents chose an answer, then there would be less uncertainty about the actual population's views than if 50 per cent of respondents had chosen it. Consequently, caution should be used when interpreting small differences in results and estimates that are small. (Section 8.12 discusses the sampling method, including sample size, and provides information for calculating confidence intervals).

Appendix A outlines a method that can be used to test whether the difference between two proportions is statistically significant. This test may be used to assess the significance of differences between the PSM estimates reported here.

General national trends from the PSM over the 1996 to 2000 period are available from box 8.5. Trends specific to certain jurisdictions are outlined throughout the chapter and in attachment 8A.

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## Box 8.5      **General national trends from the five years of PSM results**

### *General satisfaction with police services*

Satisfaction with police services has been relatively consistent over the five year period of the survey. The variations have not been statistically significant, with general satisfaction declining from 70 per cent in 1996 to 67 per cent in 2000.

About 80 per cent of people were satisfied with their last contact with police throughout the five years of the survey. It is possible that people were more satisfied with their own contact with police officers, rather than the overall services supplied by police.

### *General satisfaction by age and sex*

Over the past five years more women were satisfied with the services supplied by police (in 2000, 69 per cent of women compared with 66 per cent of men). For the 18-24 year age group, 62 per cent of women were satisfied with police services compared with 55 per cent of men (this particular result relates to a special series of PSM data). Satisfaction generally increased with age, while the gap in opinion between the genders narrowed. There was no significant difference between men and women for the 65 year and over age group in 2000, with about 79 per cent of people satisfied.

### *Attitudes towards police*

In all cases, people's attitudes towards police improved over the five years of the survey (including perceptions on whether police were honest, performed their duties professionally, and treated people fairly and equally). In 1996, only 51 per cent of people thought that police treated people fairly and equally and 72 per cent thought that police performed their job professionally. By 2000, these figures were 62 per cent and 80 per cent respectively.

### *Feelings of safety*

Over the past five years, people generally felt safe in all situations during the day. At night, the proportion of people feeling safe at home ranged from 79 per cent to 84 per cent. However, the proportion of people who felt safe walking/jogging in the neighbourhood at night ranged from 38 per cent to 43 per cent. The lowest feelings of safety at night were on public transport (ranging from 21 per cent to 25 per cent).

### *Perceptions of problems*

People perceived a variety of anti-social behaviours as problems in the general community. Over the past three years, about 90 per cent of people perceived illegal drugs as a problem in the community. Anti-social behaviours involving violence (family violence, assault and sexual assault) were perceived as a problem in the community by 78 per cent to 85 per cent of people.

Over the past five years, other behaviours that people perceived as problems in their neighbourhoods were speeding cars/noisy driving (ranging from 69 per cent to 73 per cent), housebreaking (ranging between 62 per cent and 64 per cent) and motor vehicle theft (ranging between 49 per cent and 53 per cent).

*Source:* ABS, Population Survey Monitor, 1996–2000.

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### *Discontinuation of the PSM data*

As a result of a review of its Household Survey Program, the ABS decided to discontinue the PSM from November 2000. Consequently, it is not possible to generate survey data for the 2000-01 financial year in this year's Report.

In order to use the six months of PSM data that was not used last year (that is, August and November quarter 2000 PSM results), the chapter uses PSM calendar year results. Calendar year data from the PSM for the period 1996 to 2000 have been used throughout this year's Report.

To replace the PSM, the police jurisdictions, coordinated through the Australasian Centre for Policing Research, have chosen a new provider for the Survey of Community Satisfaction with Policing. It is anticipated that a first set of results will be available from the new provider in time for the 2003 Report. Care will need to be taken next year when comparing data from the new provider with the PSM results, as the timing, methodology, sample size and coverage of the two surveys will differ.

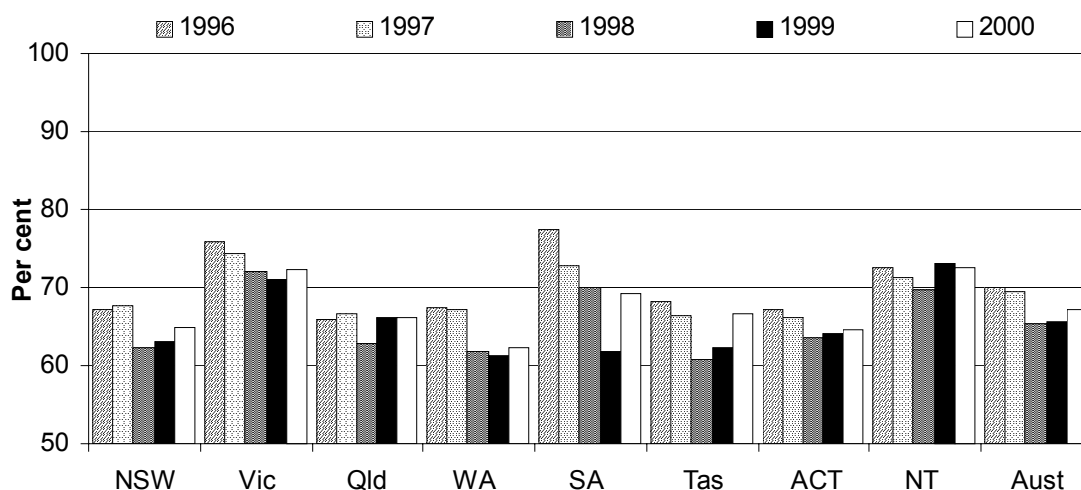
## **8.4 Indicators relevant to all service delivery areas**

The four SDAs of the performance indicator framework identify the core areas of police work. Within this context, certain indicators of police performance are not specific to any one particular SDA but are relevant for all SDAs. These indicators may include satisfaction with police services, the integrity and professionalism with which police deliver their services, and access and equity considerations. This section provides information on these overarching indicators of police performance, while sections 8.5–8.9 examine each particular SDA.

### *Satisfaction with police services*

The majority (67.2 per cent) of the surveyed adult population in 2000 was 'satisfied' or 'very satisfied' with services provided by police. Across jurisdictions, this proportion varied from 72.6 per cent in the NT to 62.3 per cent in WA. The national trend shows a slight decline in satisfaction levels from 1996 to 2000. The trends across jurisdictions vary, but in each case, the level of satisfaction with police services in 2000 is either around or less than that found in 1996. Over the last year, the largest increases in satisfaction occurred in SA and Tasmania (7.3 and 4.4 percentage points respectively) with little variation occurring in the other jurisdictions (figure 8.9).

Figure 8.9 Persons aged 18 years and over who were 'satisfied' or 'very satisfied' with police services<sup>a</sup>



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may affect the accuracy of the results.

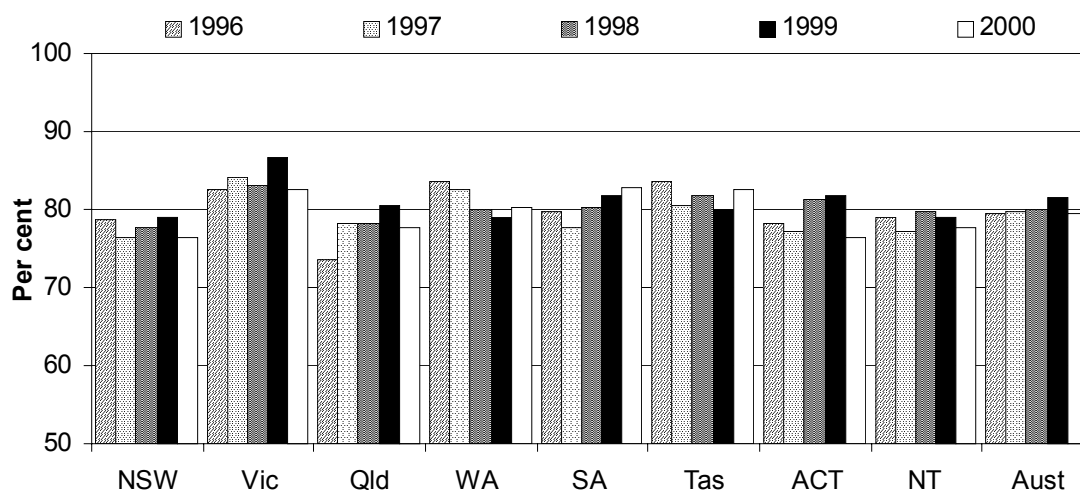
Sources: ABS, Population Survey Monitor, 1996–2000; table 8A.20.

General satisfaction with police categorised by sex, age and birthplace for the period 1996 to 2000, can be found in tables 8A.21–8A.35.

Nationally, 49.4 per cent of respondents had contact with police in 2000 (table 8A.36). The distribution in the number of contacts is contained in table 8A.37. Of those respondents who had contact with police in 2000, 79.5 per cent were 'satisfied' or 'very satisfied' with the service they received during their most recent contact. This proportion ranged from 82.9 per cent in SA to 76.4 per cent in NSW (figure 8.10). While there was some variation within jurisdictions over the five-year period, nationally, the level of satisfaction with police contact was relatively consistent throughout the period.

Of people aged 18 years and over who had contact with police in 2000, the most common reason for satisfaction with police services was that police were courteous (given by 46.2 per cent of the surveyed population who were satisfied). The prevalence of this reason ranged from 50.1 per cent in WA to 41.8 per cent in Tasmania. 'Approachable/friendly' treatment from police was the second most common reason for satisfaction (given by 42.1 per cent of the surveyed population who were satisfied). Across jurisdictions, this proportion ranged from 44.2 per cent in WA to 40.7 per cent in Queensland. Police acting in a 'professional/fair' manner was the third most common reason for satisfaction (given by 34.0 per cent of the surveyed population who were satisfied). Across jurisdictions, this proportion ranged from 43.8 per cent in the ACT to 28.9 per cent in Tasmania (table 8.3).

**Figure 8.10 Persons aged 18 years and over who were 'satisfied' or 'very satisfied' with police in their most recent contact<sup>a</sup>**



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an affect on the accuracy of the results.

Sources: ABS, Population Survey Monitor, 1996–2000; table 8A.41.

**Table 8.3 Persons aged 18 years and over who had contact, and were satisfied, with police in the past 12 months: reason for satisfaction with police services in most recent contact, 2000 (per cent)<sup>a, b</sup>**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Courteous	44.5	45.3	49.0	50.1	44.5	41.8	48.5	45.4	46.2
Approachable/friendly	42.6	41.7	40.7	44.2	42.0	41.0	42.5	42.7	42.1
Professional/fair	35.5	34.2	35.6	29.2	29.7	28.9	43.8	36.6	34.0
Took appropriate action	25.2	24.9	27.0	30.3	28.0	29.3	31.3	35.9	26.5
Helpful	31.2	22.2	24.2	27.1	29.9	25.1	27.2	27.0	26.4
Handled matter well	25.8	23.8	23.0	25.3	27.8	23.4	24.8	32.0	24.8
Prompt service	23.4	27.3	22.7	21.8	28.6	23.8	24.5	27.8	24.7
Efficient	20.1	20.0	20.7	22.9	23.1	22.6	25.2	23.0	20.9
Communicated clearly	14.3	15.6	17.5	14.4	17.1	14.1	19.6	17.4	15.6
Respondent kept informed	8.0	5.9	7.2	6.8	9.6	6.7	8.1	9.7	7.2
Recovered property	2.0	3.7	2.7	2.0	2.5	2.8	2.2	3.5	2.7
Other	0.2	0.6	1.3	1.1	0.6	0.2	0.3	0.6	0.7
Don't know	–	–	0.2	0.2	–	–	–	–	0.1

<sup>a</sup> The sum of the responses exceed 100 per cent for each jurisdiction because respondents could choose more than one reason. <sup>b</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an affect on the accuracy of the results. – Nil or rounded to zero.

Sources: ABS, Population Survey Monitor, 2000; table 8A.42.

Nationally, the most common reason in 2000 for dissatisfaction with police services was that police ‘took no action’ (given by 34.0 per cent of the surveyed population who were dissatisfied). The prevalence of this reason ranged from 51.1 per cent in the NT to 32.6 per cent in Queensland. ‘No interest shown’ was the second most common reason for dissatisfaction, given by 28.8 per cent of dissatisfied persons nationally. Across jurisdictions, this proportion ranged from 33.9 per cent in WA to 20.5 per cent in SA. ‘Unfriendly/impolite’ was the third most common reason for dissatisfaction, given by 27.0 per cent of dissatisfied persons nationally. This ranged from 35.8 per cent in Victoria to 18.6 per cent in NSW (table 8.4).

**Table 8.4 Persons aged 18 years and over who had contact, and were dissatisfied, with police in the past 12 months: reason for dissatisfaction with police services in most recent contact, 2000 (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Took no action	33.4	33.4	32.6	37.1	33.4	37.2	42.6	51.1	34.0
Showed no interest	28.1	27.1	31.4	33.9	20.5	24.8	32.5	32.3	28.8
Unfriendly/impolite	18.6	35.8	27.5	33.3	29.4	30.3	27.5	20.8	27.0
Unhelpful	27.7	22.8	23.9	20.7	23.2	24.7	28.4	39.7	24.9
Left waiting	25.6	22.4	23.7	18.2	15.3	16.6	23.8	30.2	23.0
Unprofessional/unfair	18.8	21.8	29.7	20.1	26.6	20.2	22.2	22.6	22.7
Not kept informed	22.3	21.3	20.3	17.2	17.5	22.2	24.4	37.6	21.0
Other	10.8	9.1	13.3	8.4	10.6	7.7	8.4	4.5	10.6
Made false accusation	8.7	9.8	7.9	6.0	16.0	12.5	7.6	3.4	9.0
Used complex language	3.5	0.8	3.2	3.7	–	2.1	1.7	4.7	2.6
Used unnecessary force	4.1	–	2.2	3.0	1.1	2.6	3.1	–	2.3
Don't know	–	–	–	–	–	–	–	–	–

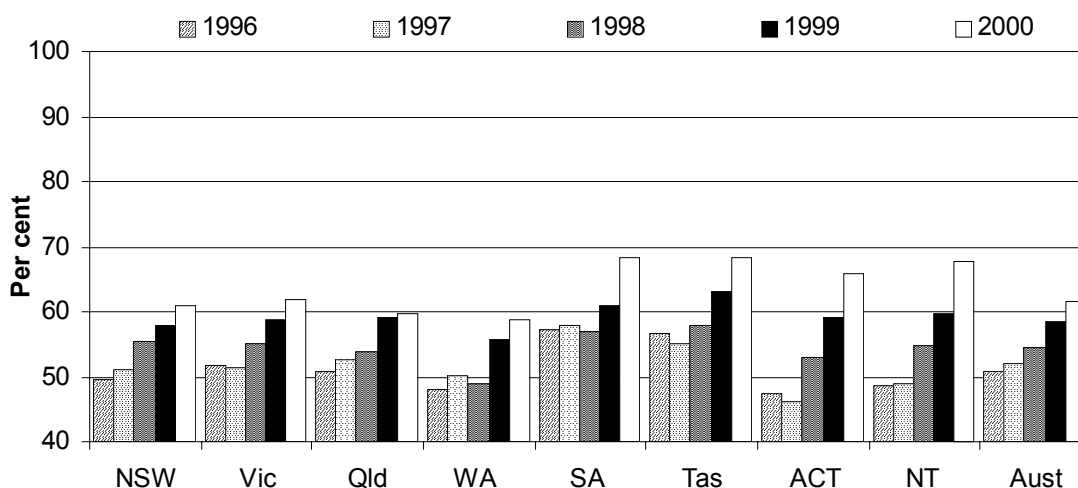
<sup>a</sup> The sum of the responses exceed 100 per cent for each jurisdiction because respondents could choose more than one reason. <sup>b</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an affect on the accuracy of the results. – Nil or rounded to zero.

Sources: ABS, Population Survey Monitor, 2000; table 8A.43.

### *Perceptions of police integrity*

Important aspects of police services’ performance are: (a) the ability of various individuals and groups to access services; and (b) the service those individuals receive. Nationally, 61.6 per cent of persons aged 18 years and over in 2000 ‘agreed’ or ‘strongly agreed’ that police treat people ‘fairly and equally’. This ranged from 68.4 per cent in SA to 58.7 per cent in WA. Nationally, from 1996 to 2000, those people who ‘agreed’ or ‘strongly agreed’ that police treat people ‘fairly and equally’ increased by 10.7 percentage points. The proportion increased in every jurisdiction over this period (figure 8.11).

**Figure 8.11 Persons aged 18 years and over who 'agreed' or 'strongly agreed' that police treat people fairly and equally<sup>a</sup>**

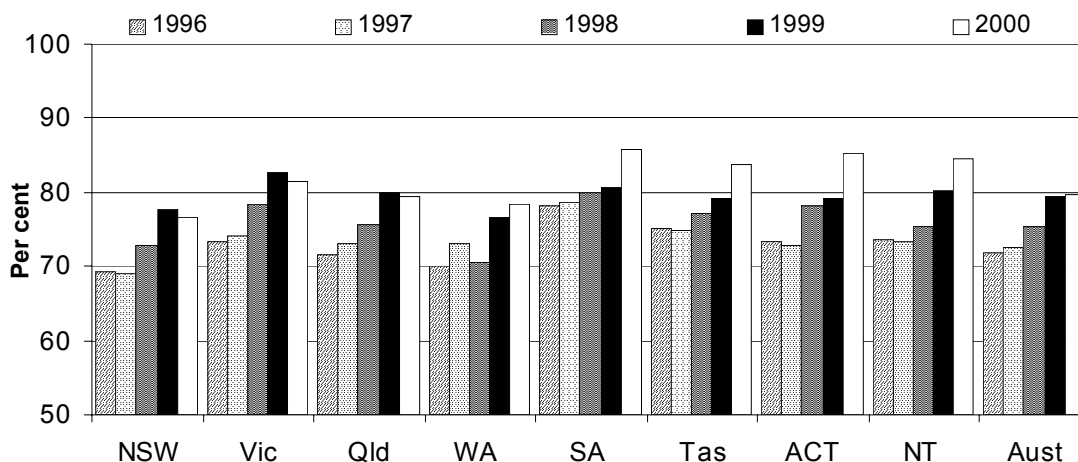


<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an affect on the accuracy of the results.

Sources: ABS, Population Survey Monitor, 1996–2000; tables 8A.44–8A.48.

Nationally, 79.7 per cent of persons 'agreed' or 'strongly agreed' in 2000 that police perform the job 'professionally'. The proportion ranged from 85.8 per cent in SA to 76.7 per cent in NSW. Again, this proportion increased across all jurisdictions between 1996 and 2000, ranging from an increase of 12.0 percentage points in the ACT to 7.3 percentage points in NSW over this period (figure 8.12).

**Figure 8.12 Persons aged 18 years and over who 'agreed' or 'strongly agreed' that police perform the job professionally<sup>a</sup>**

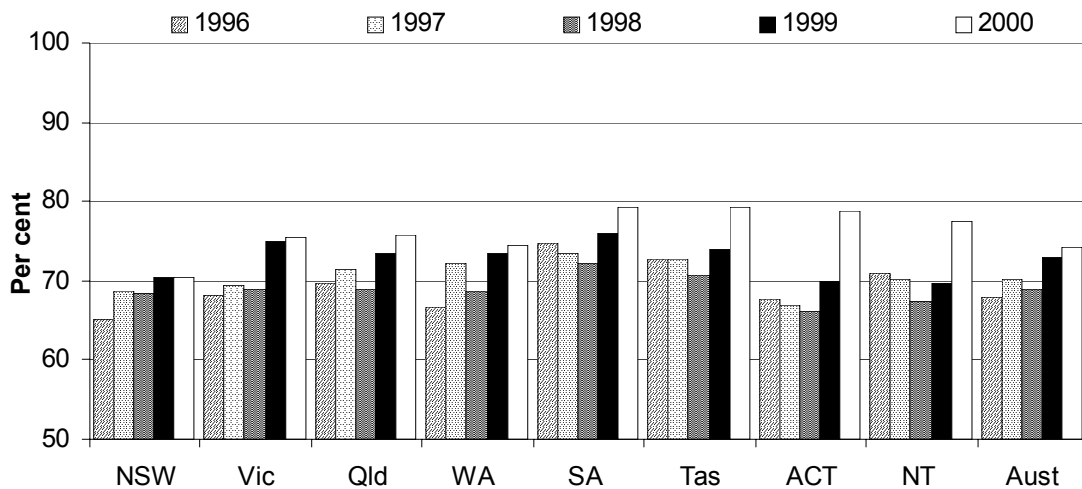


<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an affect on the accuracy of the results.

Sources: ABS, Population Survey Monitor, 1996–2000; tables 8A.44–8A.48.

Police integrity is another important influence on police services' performance. This can be judged to some extent by the public perception of police honesty. The perception of police honesty in Australia increased between 1996 and 2000, with 74.3 per cent of persons 18 years and over nationally having 'agreed' or 'strongly agreed' in 2000 that most police are honest. Across jurisdictions, this proportion in 2000 ranged from 79.4 per cent in SA to 70.5 per cent in NSW (figure 8.13).

**Figure 8.13 Persons aged 18 years and over who 'agreed' or 'strongly agreed' that police are honest<sup>a</sup>**



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an affect on the accuracy of the results.

Sources: ABS, Population Survey Monitor, 1996–2000; tables 8A.44–8A.48.

### Complaints

Police services across Australia have moved to encourage codes of customer service that provide for openness and accountability. Complaints made against police increasingly reflect a range of issues relating to service delivery. Only a small percentage of complaints relate to serious misconduct. Complaints of a more serious nature are also oversights by external review bodies, such as the Ombudsman, Director of Public Prosecutions or integrity boards.

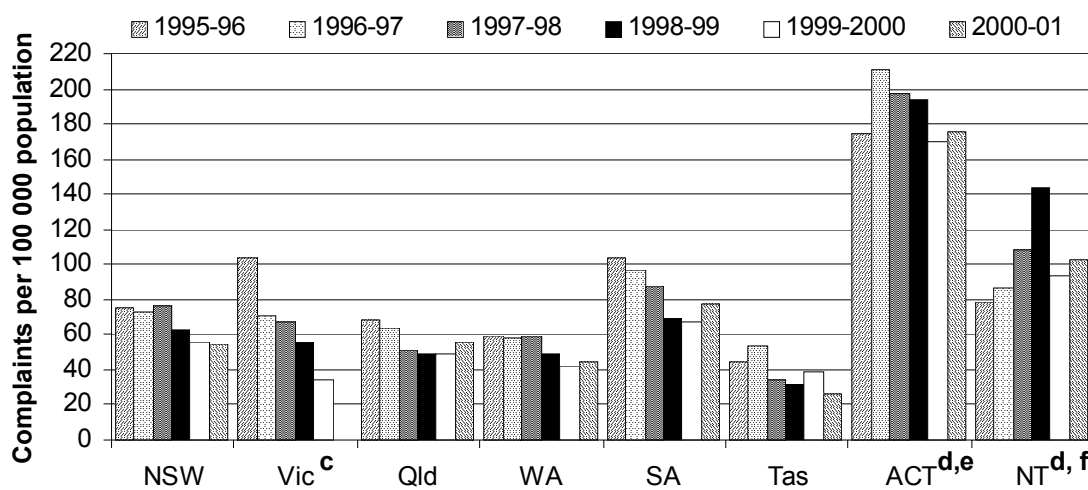
Complaint data represented in figures 8.14 and 8.15 provide an accurate picture of trends over time for each jurisdiction. The ratios, however, do not accurately reflect a comparison across jurisdictions because of the vastly different counting rules, particularly in the ACT.

While there have been fluctuations, the number of complaints against the police per 100 000 people was on a general downward trend in NSW, Queensland, WA, SA

and Tasmania over the period 1995-96 to 2000-01. Victoria has also exhibited a downward trend, although 2000-01 complaints data are not available due to Victoria Police work bans.

Over the past year, however, Queensland, WA, SA, the ACT and the NT all experienced increases in complaints per 100 000 population. The largest increase over the year occurred in SA and the NT (an increase of nine complaints per 100 000 population). The largest decrease over the past year occurred in Tasmania (a fall of 13 complaints per 100 000 population) (figure 8.14).

Figure 8.14 Complaints per 100 000 population<sup>a, b</sup>

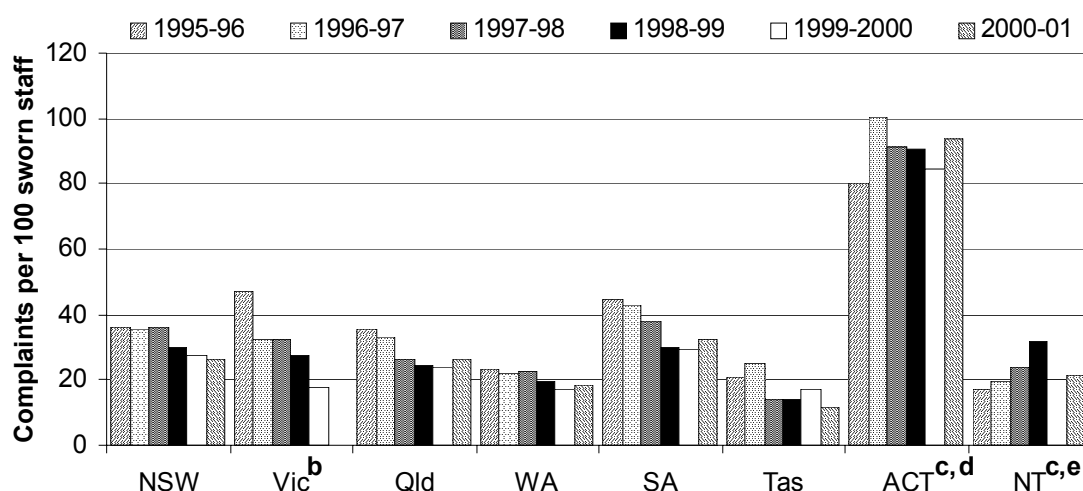


<sup>a</sup> Data are not comparable across jurisdictions. Data should only be used to view trends over time within jurisdictions. <sup>b</sup> The impact of tourists (and any associated complaints) should be considered in the light of a complaints ratio based on population. <sup>c</sup> Data for 2000-01 were not available at the time of data collection due to Victoria Police work bans. <sup>d</sup> Data include verbal complaints in the NT and the ACT. <sup>e</sup> Complaints data from 1995-96 have been revised from previous years. The complaints data have been updated to remove reference to complaints against Federal Agents working in the ACT. <sup>f</sup> A significant proportion of complaints in 1998-99 arose from the Jabiluka Uranium Mine protests in Kakadu National Park.

Source: table 8A.49.

Another way of interpreting the complaints data is to consider the number of complaints per 100 sworn police officers in each jurisdiction. This alternative presentation is shown in figure 8.15. The general trends within jurisdictions are the same as discussed in ‘complaints per 100 000 population’.

Figure 8.15 Complaints per 100 sworn police staff<sup>a</sup>



<sup>a</sup> Data are not comparable across jurisdictions. Data should only be used to view trends over time within jurisdictions. <sup>b</sup> Data for 2000-01 not available at the time of data collection due to Victoria Police work bans. <sup>c</sup> Data include some verbal complaints in the NT and the ACT. <sup>d</sup> Complaints data from 1995-96 have been revised from previous years. The complaints data have been updated to remove reference to complaints against Federal Agents working in the ACT. <sup>e</sup> A significant proportion of complaints in 1998-99 arose from the Jabiluka Uranium Mine protests in Kakadu National Park.

Source: table 8A.49.

### Access and equity — Indigenous staffing

This section focuses on the performance of mainstream services in relation to Indigenous Australians. The process of identifying Indigenous staff members poses challenges, particularly when relying on self identification.

If Indigenous people are required to identify themselves, then the accuracy of the data will partly depend on how they perceive the advantages (or disadvantages) of identification and whether these perceptions change over time. For the purposes of this chapter, an Indigenous person is one who self identifies as an Aborigine or Torres Strait Islander.

The data relate to those (sworn and unsworn) staff who self identify as being of Aboriginal or Torres Strait Islander descent. In 2000-01, of the jurisdictions that could provide data, the NT had the highest proportion of Indigenous police staff (5.4 per cent), while the ACT had the lowest proportion (0.7 per cent) (table 8.5).

In most jurisdictions, the proportion of Indigenous police staff generally reflected the Indigenous proportion of the population. The exception was the NT, where the relative discrepancy between the number of Indigenous police staff as a proportion

of total police staff (5.4 per cent) and the Indigenous population as a proportion of the total population (24.4 per cent) was greatest (table 8.5).

**Table 8.5 Indigenous sworn and unsworn police staff (per cent)<sup>a</sup>**

	<i>NSW<sup>b</sup></i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
Indigenous staff as proportion of total staff								
1998-99	na	na	2.7	2.3	1.1	1.3	0.5	6.0
1999-2000	na	na	na	na	1.2	1.3	1.0	6.0
2000-01	0.9	na	2.4	1.7	1.2	1.7	0.7	5.4
Indigenous population as a proportion of total population (1996) <sup>c</sup>	1.7	0.5	2.9	3.0	1.4	3.0	1.0	24.4

<sup>a</sup> Indigenous staff numbers relate to those staff who self identify as being of Aboriginal or Torres Strait Islander descent. <sup>b</sup> Information on Indigenous status is only collected at time of recruitment. <sup>c</sup> Population data based on the ABS *Census of Population and Housing: Community Profiles*. **na** Not available.

Sources: ABS 1996a; table 8A.50.

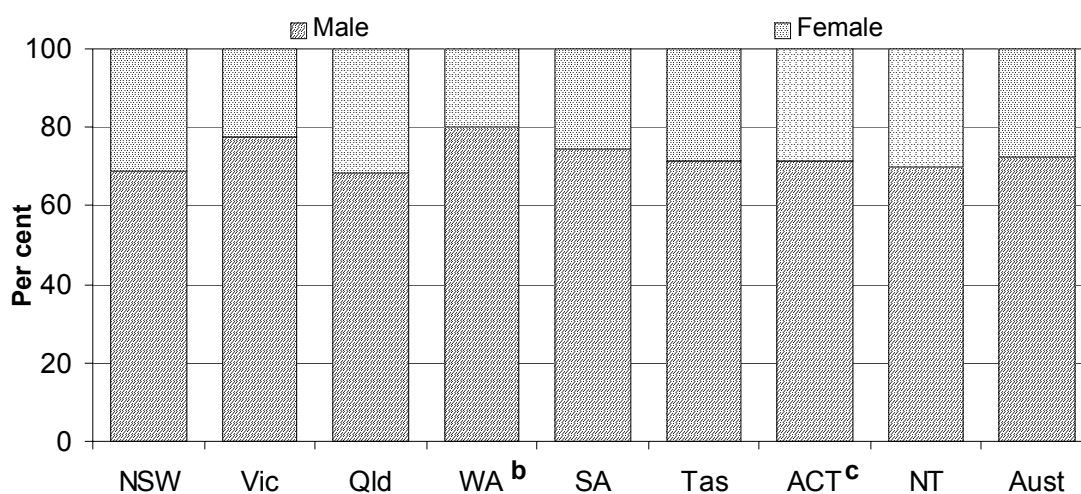
### *Access and equity — staffing by gender*

Another measure of access and equity is the level of (sworn and unsworn) police staff by gender. Nationally, 72.5 per cent of police staff in all States and Territories in 2000-01 were male. This proportion ranged from 80.0 per cent in WA to 68.5 per cent in Queensland (figure 8.16).

Nationally, the proportion of female police staff has increased by 2.5 percentage points over the past two years (from 25.0 per cent to 27.5 per cent of staff). Nearly all jurisdictions increased their proportion of female police staff over the past two years. The greatest increase occurred in the ACT (from 23.4 to 28.6 females per 100 staff), followed by NSW (from 27.4 to 31.2 females per 100 staff) (table 8A.51). The change in the ACT should be viewed with some caution due to the introduction of a revised methodology which better identifies those personnel within the Australian Federal Police National involved in the provision of enabling services to ACT policing.

The only jurisdiction to show a decrease in the proportion of female staff over the past two years was WA (from 20.5 to 20.0 females per 100 staff). Previous year data on staffing by gender for 1998-99 and 1999-2000 are contained in table 8A.51.

Figure 8.16 Police staff (sworn and unsworn), by gender, 2000-01<sup>a</sup>



<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> Excludes recruits in training. <sup>c</sup> As a result of a comprehensive review of enabling costs applicable to ACT policing, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that material in this Report is not directly comparable with that for previous years.

Source: table 8A.51.

## 8.5 Community safety and support

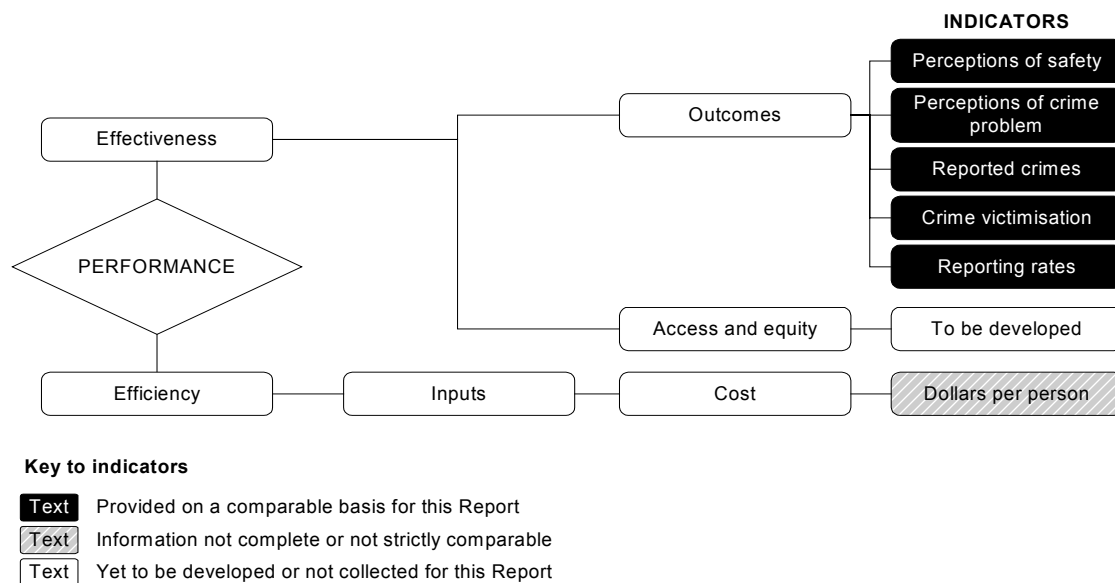
This SDA captures the role of police in preserving public order and promoting a safer community through a range of activities, including:

- responding to calls for assistance;
- responding to, managing and coordinating major incidents and emergencies; and
- undertaking crime prevention activities and community support programs.

### Framework of performance indicators

The performance of the police in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels and community perceptions data (figure 8.17).

**Figure 8.17 Performance indicators for community safety and support**



### *Perceptions of safety*

An important objective of police services is to ‘reassure the public’ by ensuring that the community feels safe (within themselves and regarding their property) in public and private.

Perceptions of safety are reported here, although these perceptions may not reflect reported crime for many reasons — for example, reported crime may understate actual crime, under-reporting may vary across jurisdictions, and many factors (including media reporting) may affect public perceptions of crime levels and safety.

Nationally, 94.9 per cent of the surveyed adult population felt ‘safe’ or ‘very safe’ at home alone during the day. There was little difference across jurisdictions. Nationally, 84.3 per cent of persons felt ‘safe’ or ‘very safe’ at home alone after dark. This proportion ranged from 86.4 per cent in the ACT to 79.4 per cent in WA (figure 8.18).

Figure 8.18 Persons aged 18 years and over: perception of safety at home<sup>a</sup>



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may affect the accuracy of the results.

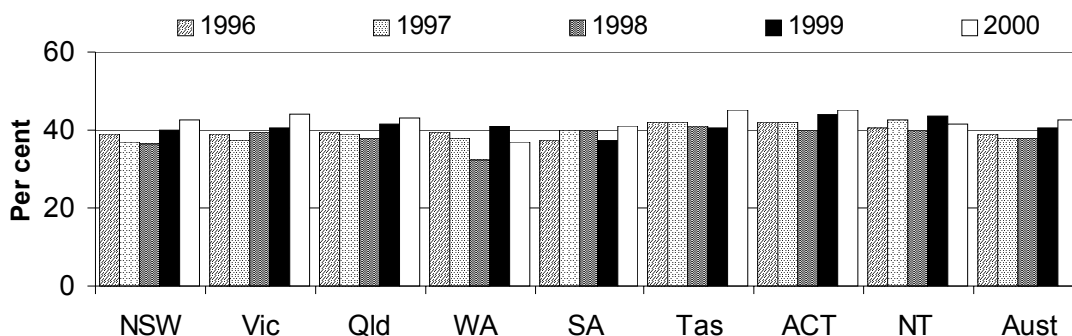
Sources: ABS, Population Survey Monitor, 1996–2000; tables 8A.52–8A.56.

Nationally, 42.5 per cent of persons aged 18 years and over felt 'safe' or 'very safe' when walking or jogging locally after dark. Across jurisdictions, the proportion ranged from 45.0 per cent in the ACT to 37.1 per cent in WA (figure 8.19).

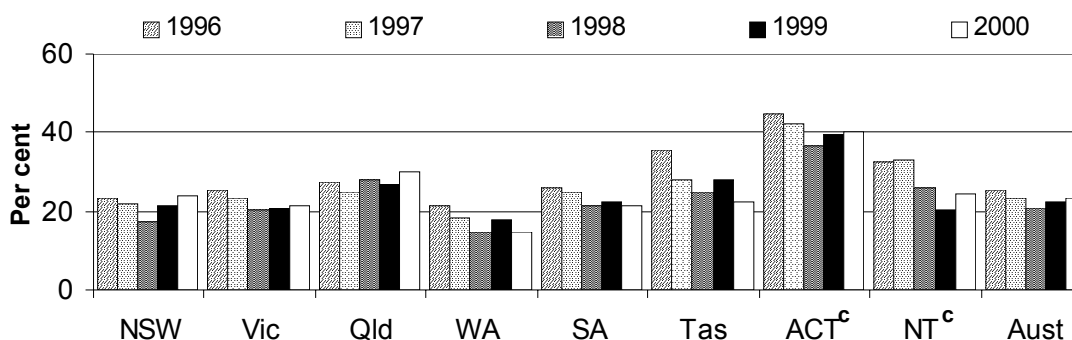
Nationally, 23.6 per cent of the surveyed adult population felt 'safe' or 'very safe' when travelling on public transport after dark. This perception of safety ranged from 40.0 per cent in the ACT to 14.9 per cent in WA (figure 8.19). The ACT and NT, however, do not operate a suburban train network, and the results will also be influenced by the mix (that is, trains, buses and trams) of public transport in each jurisdiction.

Figure 8.19 Persons aged 18 years and over: perception of safety in public places<sup>a</sup>

Proportion who felt 'safe' or 'very safe' walking or jogging locally after dark



Proportion who felt 'safe' or 'very safe' travelling on public transport after dark<sup>b</sup>



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may have an impact on the accuracy of the results. <sup>b</sup> For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport (see tables 8A.52–8A.56). <sup>c</sup> Unlike other jurisdictions, the ACT and the NT do not operate a suburban train network, relying on buses as the primary means of public transportation.

Sources: ABS, Population Survey Monitor, 1996–2000; tables 8A.52–8A.56.

Nationally, in 2000, 89.8 per cent of respondents felt 'safe' or 'very safe' when walking or jogging locally during the day and 65.9 per cent of respondents felt 'safe' or 'very safe' on public transport during the day. A jurisdiction breakdown of these results are available from table 8A.52.

*Perceptions of crime problem*

Nationally, in 2000, when people were asked about crime problems in the general community, the proportion of people who perceived the crime as a 'major problem' or 'somewhat of a problem' were: 90.3 per cent for illegal drugs; 83.1 per cent for physical assaults; 79.7 per cent for family violence; 78.1 per cent for sexual assault;

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35.1 per cent for louts or gangs; and 32.7 per cent for drunken and disorderly behaviour. Data for each jurisdiction are presented in table 8A.57.

Nationally, 64.1 per cent of persons aged 18 years and over believed housebreaking to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2000. Across jurisdictions, the prevalence of this response ranged from 75.6 per cent in the ACT to 61.0 per cent in Queensland (figure 8.20).

The PSM results indicate that 52.5 per cent of the estimated population believed that motor vehicle theft was a 'major problem' or 'somewhat a problem' in their neighbourhood. The prevalence of this perception varied from 58.4 per cent in the ACT to 45.5 per cent in Queensland (figure 8.20).

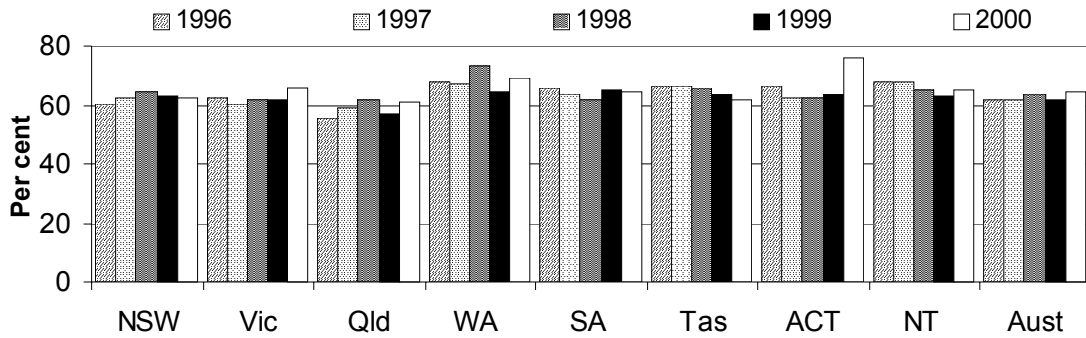
Nationally, 47.9 per cent of the estimated population believed graffiti and vandalism to be a 'major problem' or 'somewhat a problem' in their neighbourhood. Across jurisdictions, the prevalence of this response ranged from 54.6 per cent in SA to 35.3 per cent in Tasmania (figure 8.20).

Caution should be used when interpreting data on perceptions of crime. The perceptions of a problem and the actual incidence of these offences may differ significantly across jurisdictions. Reducing people's concerns about crime and reducing the actual level of crime are two separate but related challenges for police.

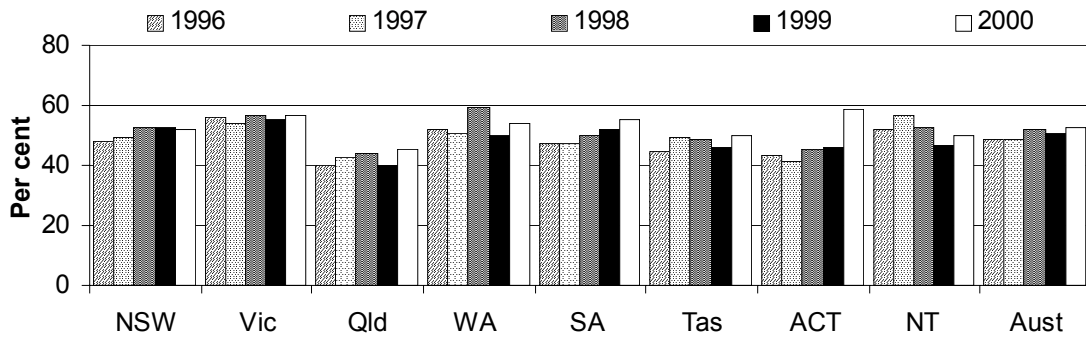
Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. More generally, such comparisons highlight the importance of considering the full suite of performance indicators rather than assessing performance on the basis of specific measures in isolation.

Figure 8.20 Persons aged 18 years and over: perception of problems in the neighbourhood<sup>a</sup>

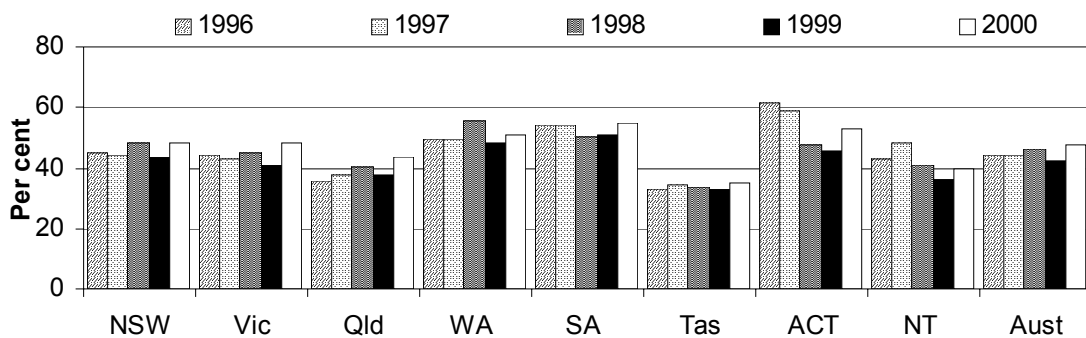
Proportion who felt that housebreaking was a 'major problem' or 'somewhat a problem'



Proportion who felt that motor vehicle theft was a 'major problem' or 'somewhat a problem'



Proportion who felt that graffiti or other vandalism was a 'major problem' or 'somewhat a problem'



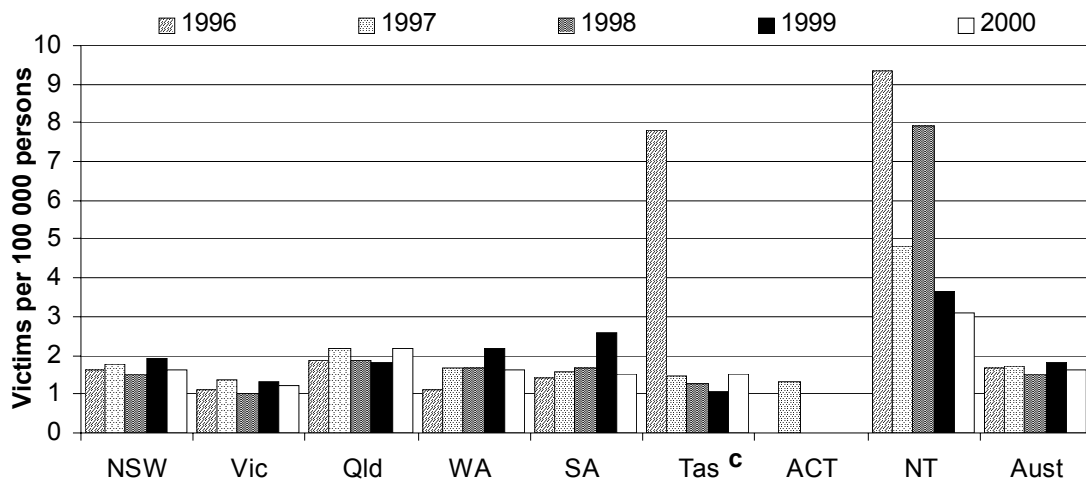
<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may affect the accuracy of the results.

Sources: ABS, Population Survey Monitor, 1996–2000; tables 8A.57–8A.61.

## Recorded crimes against the person

Nationally, there were 1.6 recorded victims of murder per 100 000 persons in 2000, which is similar to rates of previous years. The victimisation rate in 2000 ranged from 3.1 victims per 100 000 persons in the NT to a rate close to zero victims per 100 000 persons in the ACT (figure 8.21).

Figure 8.21 Recorded victims of murder<sup>a, b</sup>

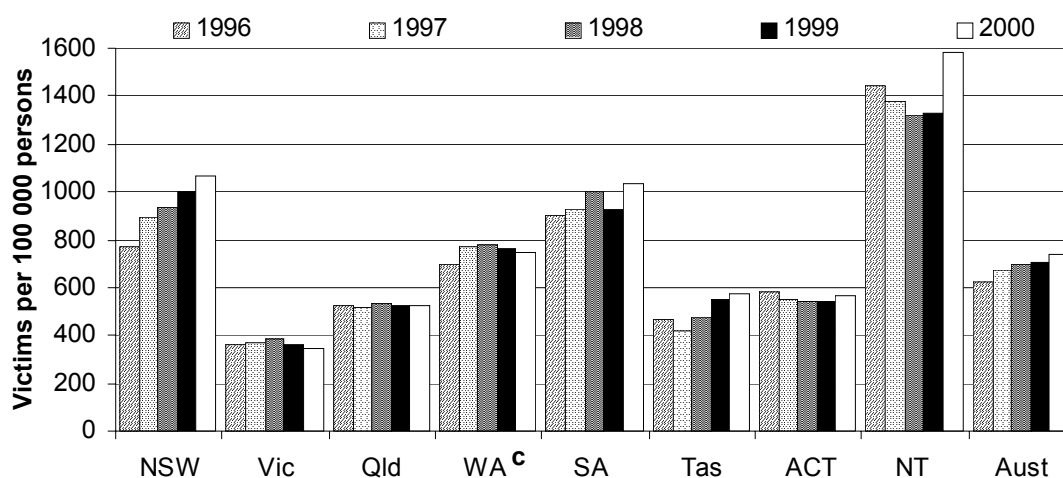


<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> For some jurisdictions, 1999 data have been revised from those published last year. <sup>c</sup> The higher rate of reported victims of murder in 1996 was the result of the multiple murder incident at Port Arthur.

Sources: ABS 2001c; table 8A.62.

Nationally, there were 737 victims of assault per 100 000 persons in 2000, ranging from 1580 victims per 100 000 persons in the NT to 347 victims per 100 000 persons in Victoria (figure 8.22). Between 1999 and 2000, the victimisation rate fell in Victoria and WA, remained steady in Queensland, and rose in NSW, SA, Tasmania, the ACT and the NT.

Figure 8.22 Recorded victims of assault<sup>a, b</sup>

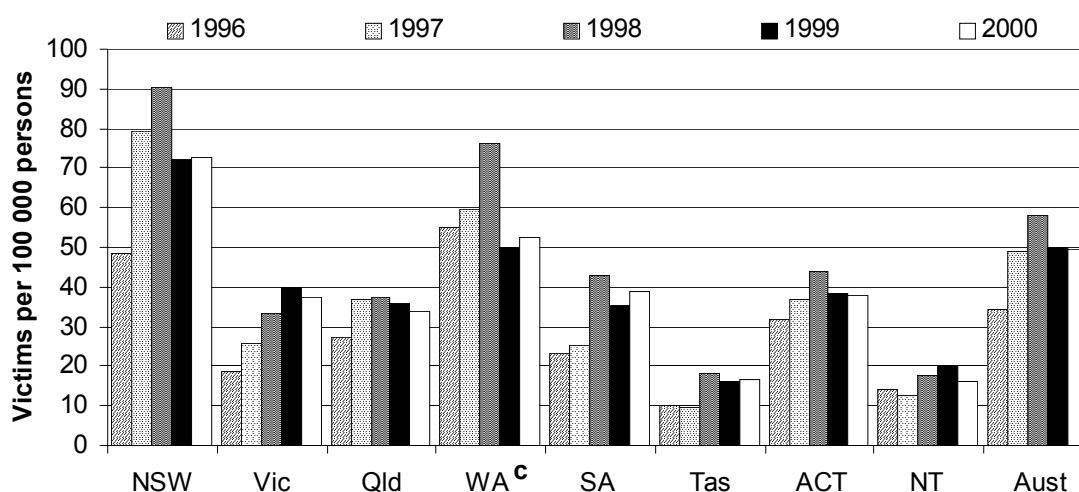


<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> For some jurisdictions, 1999 data have been revised from those published last year. <sup>c</sup> The recorded crime statistics for assault are not directly comparable with the results prior to 1998.

Sources: ABS 2001c; table 8A.62.

Nationally, there were 50 victims of armed robbery per 100 000 persons in 2000, ranging from 73 victims per 100 000 persons in NSW to 16 victims per 100 000 persons in the NT (figure 8.23).

Figure 8.23 Recorded victims of armed robbery<sup>a, b</sup>



<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Victims include persons and organisations. <sup>c</sup> The recorded crime statistics for armed robbery are not directly comparable with the results prior to 1998.

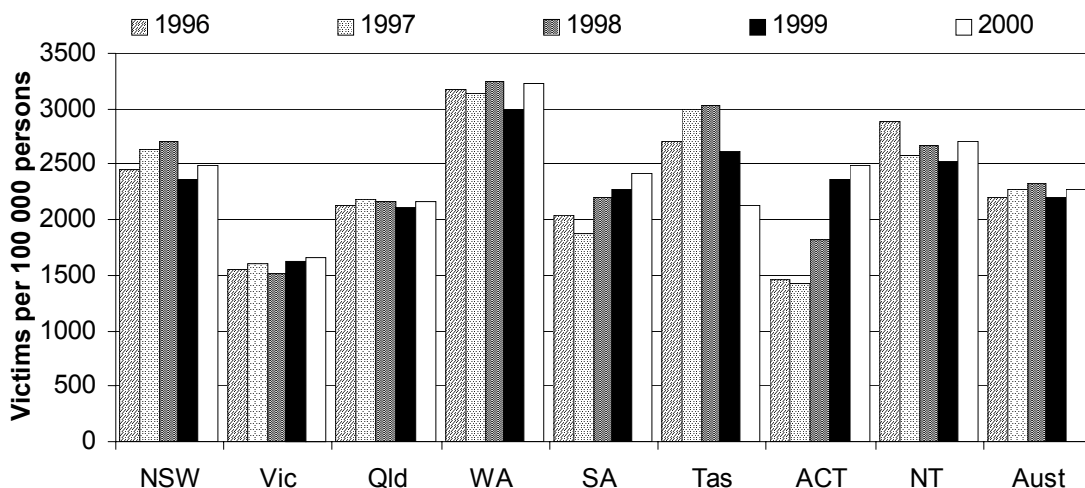
Sources: ABS 2001c; table 8A.62.

Nationally, per 100 000 persons, there were: 0.2 victims of manslaughter; 1.3 victims of blackmail/extortion; 1.3 victims of driving causing death; 2.0 victims of attempted murder; 3.6 victims of kidnapping/abduction; 72 victims of unarmed robbery; and 82 victims of sexual assault. Data on recorded crime for each of these offences are available across jurisdictions for the period 1996 to 2000 (table 8A.62).

### Recorded crimes against property

Nationally, there were 2281 victims of unlawful entry with intent per 100 000 persons in 2000. The incidence varied from 3230 victims per 100 000 persons in WA to 1653 victims per 100 000 persons in Victoria. Victimization rates were higher in 2000 than in 1996 for all jurisdictions except Tasmania and the NT. Between 1996 and 2000, victims of unlawful entry with intent per 100 000 persons rose by 70.6 per cent in the ACT and fell by 21.1 per cent in Tasmania (figure 8.24).

Figure 8.24 Recorded victims of unlawful entry with intent<sup>a, b, c</sup>



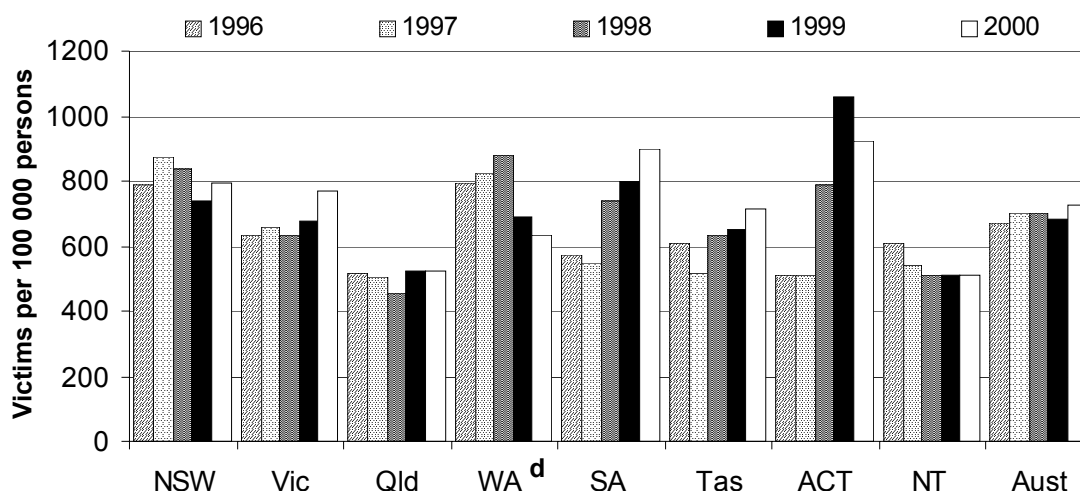
<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Victims refers to places/premises. <sup>c</sup> For some jurisdictions, 1999 data have been revised from those published last year.

Sources: ABS 2001c; table 8A.63.

Nationally, there were 726 motor vehicles stolen per 100 000 persons in 2000. The victimisation rate ranged from 925 motor vehicles per 100 000 persons in the ACT to 511 motor vehicles per 100 000 persons in the NT (figure 8.25).

The largest increase in motor vehicles stolen per 100 000 persons between 1996 and 2000 was a 81.7 per cent increase in the ACT. The largest decrease in motor vehicles stolen per 100 000 persons over the same period was a 20.4 per cent fall in WA (figure 8.25).

Figure 8.25 Recorded victims of motor vehicle theft<sup>a, b, c</sup>



<sup>a</sup> Data are based on crimes recorded by police. <sup>b</sup> Victims are based on the number of motor vehicles. <sup>c</sup> For some jurisdictions, 1999 data have been revised from those published last year. <sup>d</sup> Counts of motor vehicle theft prior to 1997 are not directly comparable with other States and Territories.

Sources: ABS 2001c; table 8A.63.

Nationally, in 2000, there were 3523 victims of ‘other theft’ per 100 000 persons. This ranged from 4686 in WA to 2751 in Tasmania (table 8A.63).

The ABS also undertakes crime and safety surveys. As part of these surveys, reporting rates for selected major offences are contained in table 8A.64 and the estimated total victims of crime (both reported and unreported) for crimes against the person and property are included in tables 8A.65–8A.66.

### Efficiency

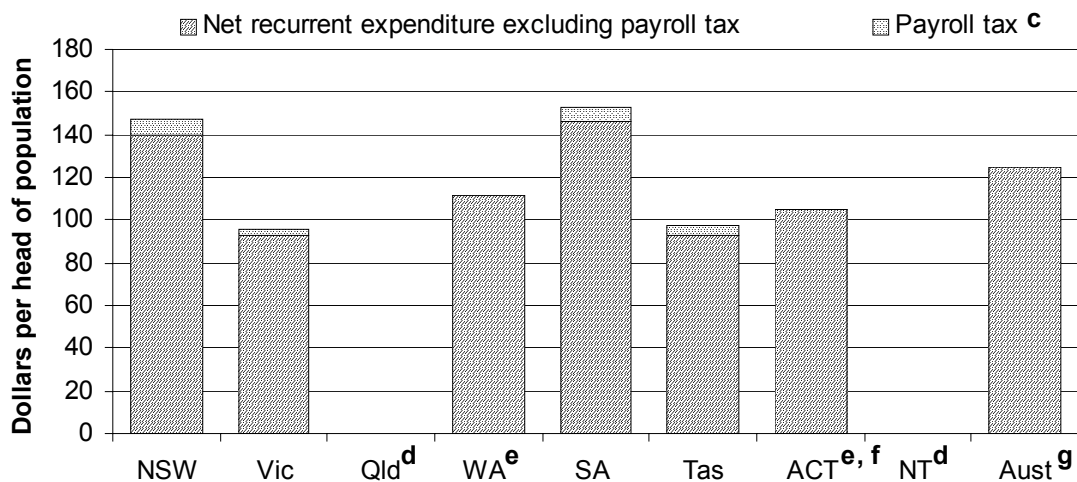
Expenditure on each police SDA is included in this Report for the third year. The comparability of data has been improved by accounting for differences in payroll tax liabilities across jurisdictions according to the approach recommended in *Payroll Tax in the Costing of Government Services* (SCRCSSP 1999). The separate identification of payroll tax liabilities facilitates comparisons of expenditure data (less payroll tax) across all jurisdictions.

The NT cannot produce activity based results as it does not collect the necessary data, and Queensland did not provide a breakdown by SDA because of concerns about the comparability of data.

Nationally, of the jurisdictions that were able to provide data in 2000-01, expenditure on community safety and support was \$125 per head of population. It

ranged from \$153 per head of population in SA to \$96 per head of population in Victoria (figure 8.26). Nationally, expenditure on community safety and support made up over half of all police expenditure (55.4 per cent). Expenditure on community safety and support, as a proportion of each jurisdiction's total police expenditure, ranged from 69.1 per cent in SA to 45.3 per cent in Victoria (table 8A.12).

Figure 8.26 Expenditure on community safety and support, 2000-01<sup>a, b</sup>



<sup>a</sup> Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>d</sup> Data are only available for all key SDAs combined. <sup>e</sup> Exempt from payroll tax. <sup>f</sup> Includes major events and planning. Variation from last year is a result of the review of enabling costs associated with operational support services, which has led to significant improvements in the attribution of costs. <sup>g</sup> Includes payroll tax where applicable.

Source: table 8A.67.

While comparisons can be made with last year, caution should be used due to possible changes in the methods employed. The largest increase in real expenditure over the past year occurred in SA, where real expenditure on community safety and support rose by \$25 per head of population (from \$128 to \$153) (table 8.6).

The largest decrease in real expenditure over the past year occurred in Tasmania, where real expenditure fell by \$28 per head of population (down from \$125 to \$97). Nationally, real expenditure on community safety and support fell by \$4 per head of population over the last year (down from \$129 to \$125) (table 8.6).

**Table 8.6 Real expenditure on community safety and support (dollars per head of population)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>c</sup></i>	<i>WA<sup>d</sup></i>	<i>SA</i>	<i>Tas</i>	<i>ACT<sup>d, e</sup></i>	<i>NT<sup>c</sup></i>	<i>Aust<sup>f</sup></i>
Net recurrent expenditure excluding payroll tax									
1999-2000	137	108	na	117	122	119	128	na	129
2000-01	140	92	na	112	146	93	105	na	125
Payroll tax <sup>g</sup>									
1999-2000	6	4	na	..	6	6	..	na	..
2000-01	7	3	na	..	6	4	..	na	..
<b>Total<sup>h</sup></b>									
<b>1999-2000</b>	<b>143</b>	<b>112</b>	<b>na</b>	<b>117</b>	<b>128</b>	<b>125</b>	<b>128</b>	<b>na</b>	<b>129</b>
<b>2000-01</b>	<b>147</b>	<b>96</b>	<b>na</b>	<b>112</b>	<b>153</b>	<b>97</b>	<b>105</b>	<b>na</b>	<b>125</b>

<sup>a</sup> Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Data are only available for all key SDAs combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> Includes major events and planning. In the ACT, variation from last year is a result of the review of enabling costs associated with operational support services, which has led to significant improvements in the attribution of costs. <sup>f</sup> Includes payroll tax where applicable. <sup>g</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>h</sup> May not add to sum of its components as a result of rounding. **na** Not available. **..** Not applicable.

Source: table 8A.67.

## 8.6 Crime investigation

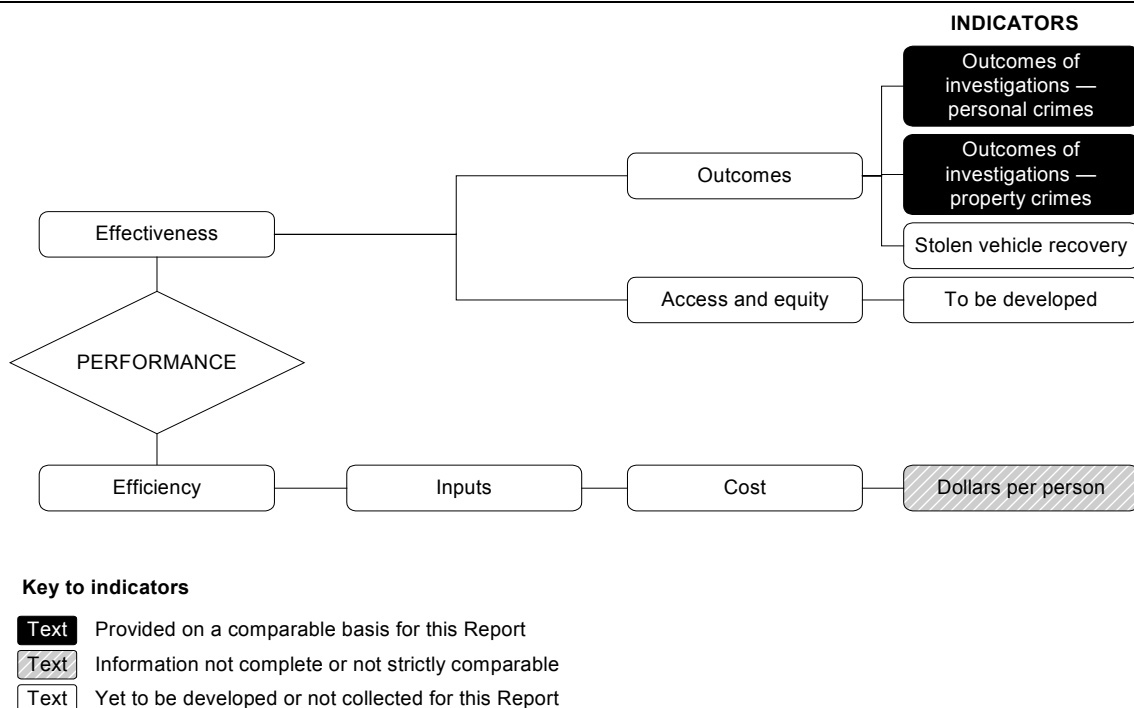
This SDA captures the role of police in investigating crime and identifying and apprehending suspects. Activities include:

- gathering intelligence on suspects and locations to assist with investigations; and
- collecting and securing evidence in relation to both the offence and the suspect.

### Framework of performance indicators

The performance of the police in undertaking these activities is measured using a suite of indicators that includes outcomes of investigations (figure 8.27).

Figure 8.27 Performance indicators for crime investigation



## Key performance indicator results

The ABS collects data on the 30-day status of investigations — that is, the stage that a police investigation has reached 30 days after the recording of the incident by police.

### *Outcomes of investigations — crimes against the person*

Across jurisdictions, the proportion of investigations into reported murders which were finalised within 30 days of the offence becoming known to police, varied from 100.0 per cent in the ACT (based on two murder investigations) to 60.9 per cent in SA (based on 23 murder investigations) (table 8.7).

For all finalised murder investigations, proceedings against an alleged offender which had begun within 30 days ranged across jurisdiction from 100.0 per cent in Tasmania and the ACT to 87.8 per cent in Queensland (table 8.7).

**Table 8.7 Victims of murder: outcomes of investigations, 30-day status, 1 January to 31 December 2000**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aus</i>
Total	no.	101	55	77	31	23	7	2	6	302
Investigations finalised as a proportion of total investigations	%	66.3	61.8	63.6	64.5	60.9	85.7	100	na	na
Investigations in which offender is proceeded against as a proportion of investigations finalised	%	92.5	91.2	87.8	95.0	92.9	100	100	na	na

<sup>a</sup> Due to data production problems in figures supplied by the NT to the ABS, the NT data have been withdrawn.

Sources: ABS 2001c; table 8A.68.

The proportion of investigations into reported assaults, that were finalised within 30 days, ranged from 65.2 per cent in SA to 47.3 per cent in the ACT. For all finalised assault investigations, the proportion of proceedings against an alleged offender which had begun within 30 days, ranged across jurisdictions from 86.8 per cent in Tasmania to 57.1 per cent in SA (table 8.8).

**Table 8.8 Victims of assault: outcomes of investigations, 30-day status, 1 January to 31 December 2000**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
Total	'000	69	17	19	14	15	3	2	3	141
Investigations finalised as a proportion of total investigations	%	62.2	51.2	53.2	54.9	65.2	59.9	47.3	na	na
Investigations in which offender is proceeded against as a proportion of investigations finalised	%	82.5	82.5	83.8	64.6	57.1	86.8	82.1	na	na

<sup>a</sup> Due to data production problems in figures supplied by the NT to the ABS, the NT data have been withdrawn.

Sources: ABS 2001c; table 8A.68.

The proportion of investigations into reported armed robbery, that were finalised within 30 days of the offence becoming known to police, ranged from 59.0 per cent in Tasmania to 17.4 per cent in NSW. For all finalised armed robbery investigations, the proportion of proceedings against an alleged offender which had begun within 30 days, ranged across jurisdictions from 95.7 per cent in Tasmania to 78.5 per cent in NSW (table 8.9).

**Table 8.9 Victims of armed robbery: outcomes of investigations, 30-day status, 1 January to 31 December 2000**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
Total	no.	4 688	1 785	1 203	986	585	78	117	32	9 474
Investigations finalised as a proportion of total investigations	%	17.4	30.1	34.6	29.0	28.9	59.0	28.2	na	na
Investigations in which offender is proceeded against as a proportion of investigations finalised	%	78.5	84.2	89.7	87.8	92.3	95.7	84.8	na	na

<sup>a</sup> Due to data production problems in figures supplied by the NT to the ABS, the NT data have been withdrawn.

Sources: ABS 2001c; table 8A.68.

Jurisdiction specific data on the outcomes of investigations into kidnapping/abduction, blackmail/extortion, sexual assault and unarmed robbery are contained in table 8A.68.

#### *Outcomes of investigations — crimes against property*

The proportion of investigations into reported unlawful entry with intent, that were finalised within 30 days of the offence becoming known to police, ranged from 9.3 per cent in Victoria to 4.1 per cent in the ACT. For all finalised unlawful entry with intent investigations, the proportion of proceedings against an alleged offender which had commenced within 30 days, ranged across jurisdictions from 97.5 per cent in the ACT to 71.1 per cent in NSW (table 8.10).

**Table 8.10 Victims of unlawful entry with intent: outcomes of investigations, 30-day status, 1 January to 31 December 2000**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
Total	'000	161	79	77	61	36	10	8	5	437
Investigations finalised as a proportion of total investigations	%	6.3	9.3	8.8	6.7	6.4	8.5	4.1	na	na
Investigations in which offender is proceeded against as a proportion of investigations finalised	%	71.1	92.1	91.4	79.3	84.0	91.5	97.5	na	na

<sup>a</sup> Due to data production problems in figures supplied by the NT to the ABS, the NT data have been withdrawn.

Sources: ABS 2001c; table 8A.69.

The proportion of investigations into reported motor vehicle theft, that were finalised within 30 days of the offence becoming known to police, ranged from

17.3 per cent in Queensland to 3.0 per cent in Tasmania. For all finalised motor vehicle theft investigations, the proportion of proceedings against an alleged offender which had begun within 30 days, ranged across jurisdictions from 83.9 per cent in the ACT to 57.1 per cent in WA (table 8.11).

**Table 8.11 Victims of motor vehicle theft: outcomes of investigations, 30-day status, 1 January to 31 December 2000**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
Total	'000	51	37	19	12	13	3	3	1	139
Investigations finalised as a proportion of total investigations	%	6.6	9.7	17.3	13.9	9.8	3.0	4.8	na	na
Investigations in which offender is proceeded against as a proportion of investigations finalised	%	77.6	83.8	77.1	57.1	78.8	82.4	83.9	na	na

<sup>a</sup> Due to data production problems in figures supplied by the NT to the ABS, the NT data have been withdrawn.

Sources: ABS 2001c; table 8A.69.

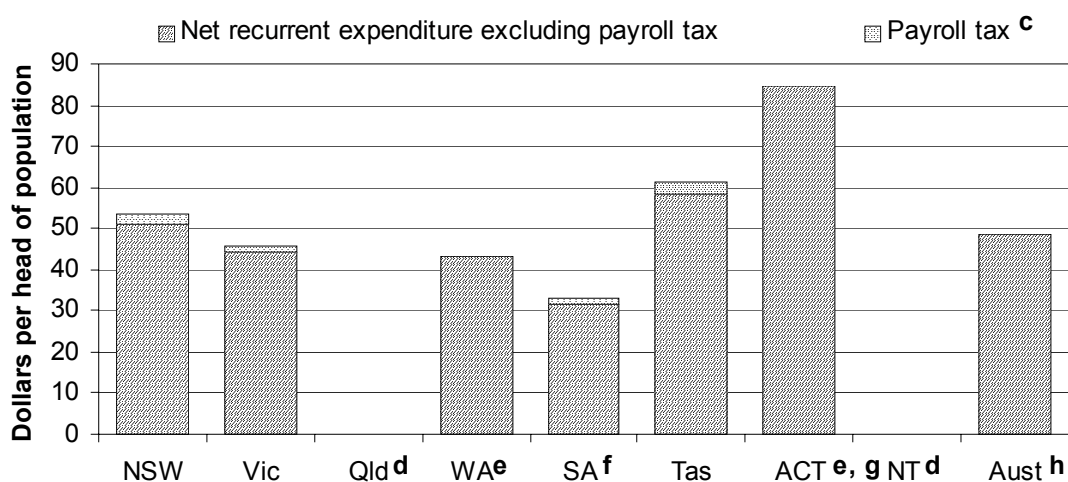
The proportion of investigations into reported 'other theft', that were finalised within 30 days of the offence becoming known to police, ranged from 17.2 per cent in Queensland to 9.3 per cent in the ACT. Data on 'other theft', for all jurisdictions, are contained in table 8A.69.

### *Efficiency*

Nationally, of the jurisdictions that were able to provide data in 2000-01, expenditure on crime investigations was \$49 per head of population. It ranged from \$85 per head of population in the ACT to \$33 per head of population in SA (figure 8.28).

Nationally, expenditure on crime investigations as a proportion of total police expenditure, was 21.6 per cent. Expenditure on crime investigations as a proportion of each jurisdiction's total police expenditure, ranged from 36.8 per cent in the ACT to 14.9 per cent in SA (table 8A.12).

Figure 8.28 Expenditure on crime investigation, 2000-01<sup>a, b</sup>



<sup>a</sup> Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>d</sup> Data are only available for all key SDAs combined. <sup>e</sup> Exempt from payroll tax. <sup>f</sup> The crime investigation activities exclude a wide range of crime prevention, reduction and response activities which is the same methodology applied in 1999-2000. <sup>g</sup> Variation from last year is a result of the review of enabling costs associated with operational support services, which has led to significant improvements in the attribution of costs. This, together with the fact that there has been a greatly increased focus on reversing escalating trends in burglary and motor vehicle theft offences over the reporting period, has meant that a much greater proportion of core ACT policing activity has been concentrated in the investigations area. <sup>h</sup> Includes payroll tax where applicable.

Source: table 8A.70.

While comparisons can be made with last year, caution should be used due to possible changes in the methods employed. The largest increase in real expenditure over the past year occurred in the ACT, where real expenditure on crime investigation rose by \$41 per head of population (up from \$44 to \$85) (table 8.12). In the ACT, the variation from last year is a result of the review of enabling costs associated with operational support services, which has led to significant improvements in the attribution of costs. This, together with the fact that there has been a greatly increased focus on reversing escalating trends in burglary and motor vehicle theft offences over the reporting period, has meant that a much greater proportion of core ACT policing activity has been concentrated in the crime investigations area.

The largest decrease in real expenditure over the past year occurred in Victoria, where real expenditure fell by \$4 per head of population (down from \$50 to \$46). Nationally, real expenditure on crime investigations increased by \$2 per head of population (up from \$47 to \$49) (table 8.12).

**Table 8.12 Real expenditure on crime investigation (dollars per head of population)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>c</sup></i>	<i>WA<sup>d</sup></i>	<i>SA<sup>e</sup></i>	<i>Tas</i>	<i>ACT<sup>d, f</sup></i>	<i>NT<sup>c</sup></i>	<i>Aust<sup>g</sup></i>
Net recurrent expenditure excluding payroll tax									
1999-2000	48	48	na	44	33	46	44	na	47
2000-01	51	44	na	43	31	59	85	na	49
Estimated payroll tax <sup>h</sup>									
1999-2000	2	2	na	..	2	2	..	na	..
2000-01	2	2	na	..	2	3	..	na	..
<b>Total<sup>i</sup></b>									
<b>1999-2000</b>	<b>50</b>	<b>50</b>	<b>na</b>	<b>44</b>	<b>34</b>	<b>48</b>	<b>44</b>	<b>na</b>	<b>47</b>
<b>2000-01</b>	<b>53</b>	<b>46</b>	<b>na</b>	<b>43</b>	<b>33</b>	<b>61</b>	<b>85</b>	<b>na</b>	<b>49</b>

<sup>a</sup> Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Data only available for key SDAs combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> The crime investigation activities exclude a wide range of crime prevention, reduction and response activities which is the same methodology applied in 1999-2000. <sup>f</sup> Variation from last year is a result of the review of enabling costs associated with operational support services, which has led to significant improvements in the attribution of costs. This, together with the fact that there has been a greatly increased focus on reversing escalating trends in burglary and motor vehicle theft offences over the reporting period, has meant that a much greater proportion of core ACT policing activity has been concentrated in the investigations area. <sup>g</sup> Includes payroll tax where applicable. <sup>h</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>i</sup> May not add to sum of its components as a result of rounding. **na** Not available. **..** Not applicable.

Source: table 8A.70.

## 8.7 Road safety and traffic management

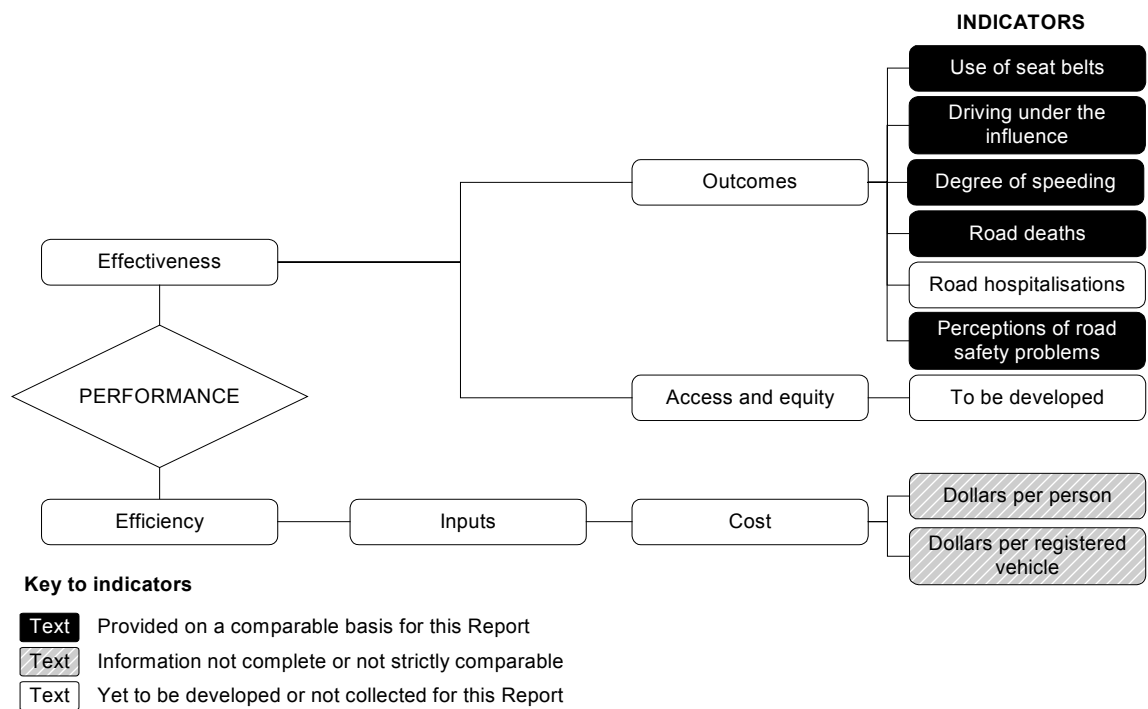
This SDA captures the role of police in maximising road safety through targeted operations to reduce the incidence of traffic offences and through attendance at, and investigation of, road traffic accidents and incidents. Activities typically include:

- monitoring road-user behaviour, including speed and alcohol related traffic operations;
- undertaking general traffic management functions;
- attending and investigating road traffic accidents and incidents; and
- improving public education and awareness of traffic and road safety issues.

### Framework of performance indicators

The performance of the police in undertaking road safety and traffic management activities is measured using a suite of indicators that includes people's behaviour on the roads and the number of road hospitalisations and fatalities (figure 8.29).

Figure 8.29 Performance indicators for road safety and traffic management



## Key performance indicator results

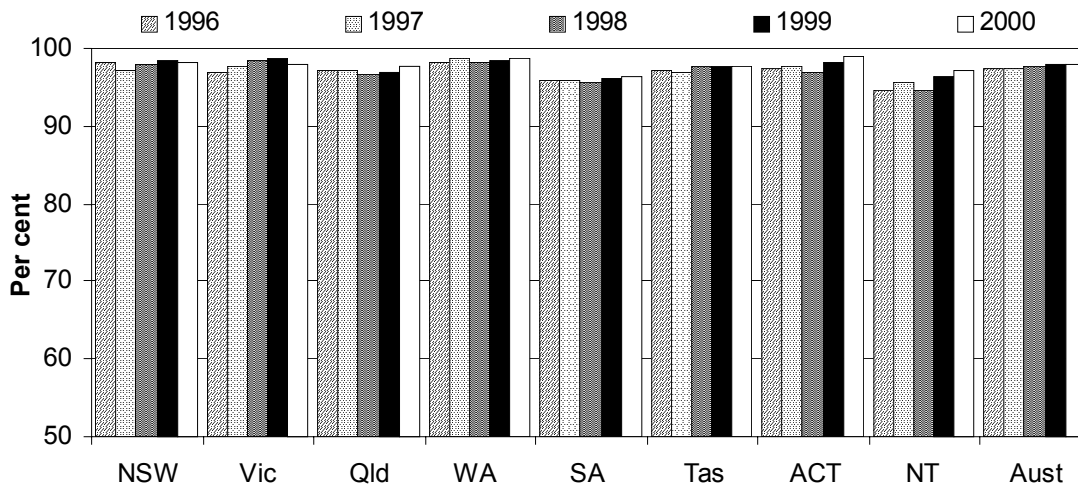
Comparable data on actual levels of seat belt use, speeding, and driving while under the influence are not available for reporting, so the performance indicators are based on survey responses from the PSM. For contextual purposes, 87.0 per cent of the respondents stated that they had driven a motor vehicle in the past 12 months (table 8A.71).

### *Use of seat belts*

An aim of police road safety programs is to influence road users' behaviour, such as to increase the use of seat belts to reduce the risk of injury from road crashes. This involves promoting the use of seat belts, speed reduction and sober driving.

Nationally, in 2000, 98.0 per cent of persons aged 18 years and over said they wear a seat belt 'most of the time' or 'always'. There was little difference across jurisdictions or across years (figure 8.30).

Figure 8.30 Persons who wear a seat belt 'most of the time' or 'always,' for persons aged 18 years and over <sup>a</sup>



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may affect the accuracy of the results.

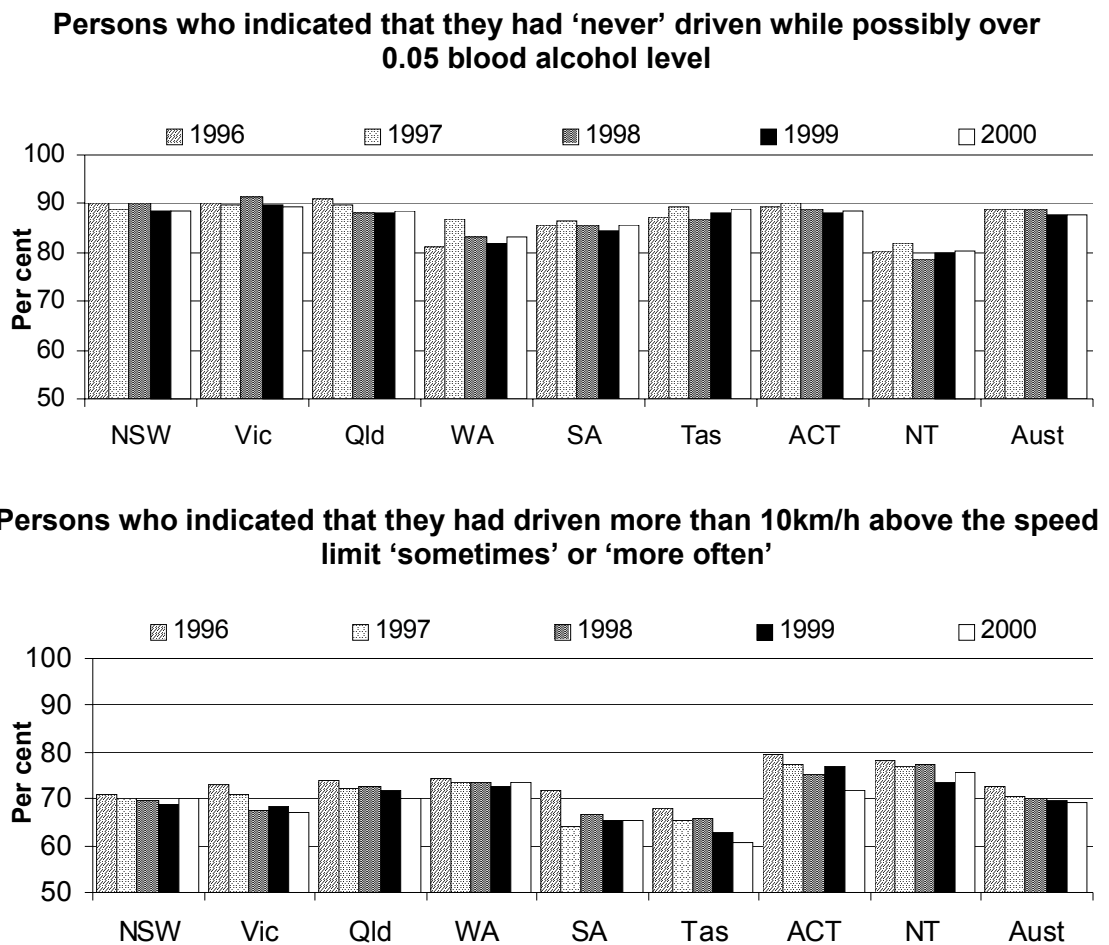
Sources: ABS, Population Survey Monitor, 1996–2000; table 8A.72.

### Road safety behaviour — speed and alcohol

Nationally, in 2000, 87.8 per cent of persons who drive and are aged 18 years and over indicated that they had 'never' driven when possibly over the 0.05 blood alcohol limit. This proportion ranged from 89.3 per cent in Victoria to 80.3 per cent in the NT (figure 8.31).

Nationally, 69.1 per cent of persons who drive reported travelling more than 10 kilometres per hour above the speed limit 'sometimes' or 'more often'. Across jurisdictions, the proportion ranged from 75.7 per cent in the NT to 60.5 per cent in Tasmania (figure 8.31).

Figure 8.31 **Persons aged 18 years and over: acknowledged road safety behaviour as a proportion of those who drive<sup>a</sup>**



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may affect the accuracy of the results.

Source: ABS, Population Survey Monitor, 1996–2000; tables 8A.73–8A.74.

### Road fatalities

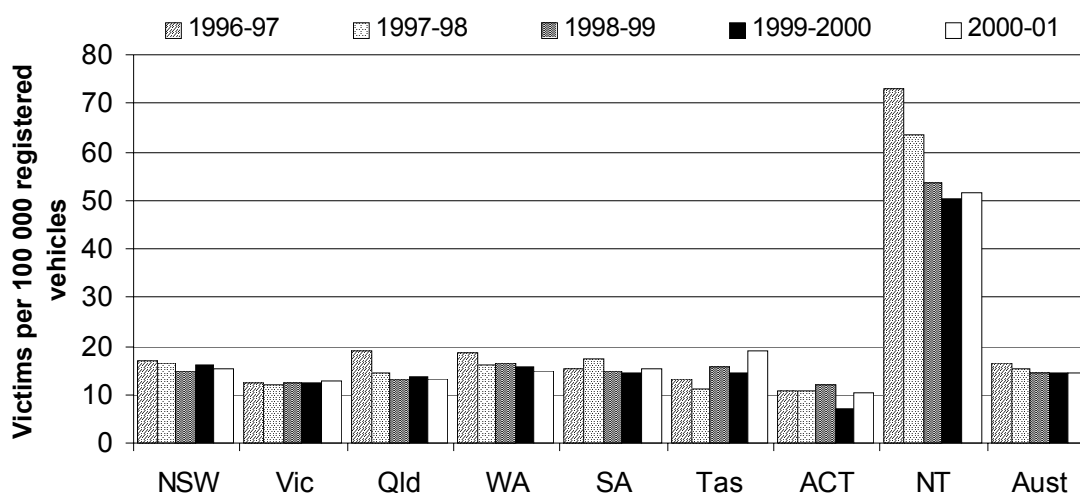
One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations. The performance of the police in helping to minimise deaths and crashes that require a person to be admitted to hospital can affect the demand for many other government services (for example, hospital services).

Nationally, there were 1774 road deaths in 2000-01. Across jurisdictions, this number ranged from 556 in NSW to 20 in the ACT (table 8A.75).

There were 14 road deaths per 100 000 registered vehicles in Australia in 2000-01, ranging from 51 in the NT to 10 in the ACT. The largest fall in deaths per 100 000

registered vehicles over the period 1996-97 to 2000-01 occurred in the NT (down 22 deaths per 100 000 registered vehicles) followed by Queensland (down six deaths per 100 000 registered vehicles). The only increase in deaths per 100 000 registered vehicles over this period occurred in Tasmania (up six deaths per 100 000 registered vehicles) (figure 8.32).

Figure 8.32 Road fatalities<sup>a</sup>



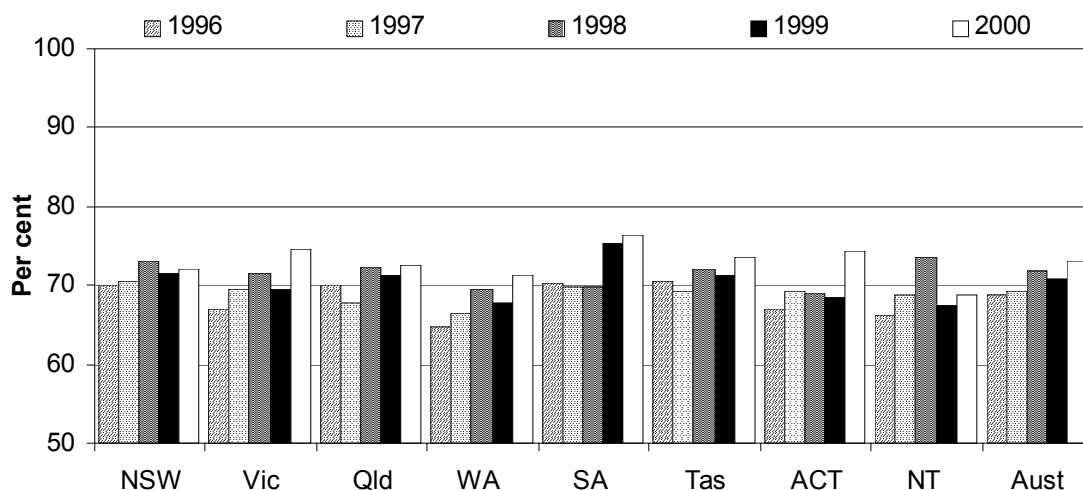
<sup>a</sup> Road fatalities data provided by the Australian Transport Safety Bureau (ATSB) for each of the respective years.

Sources: ATSB various years; table 8A.75.

### *Perceptions of road safety problems*

Nationally, in 2000, 73.2 per cent of persons aged 18 years and over believed speeding cars or dangerous, noisy driving to be a ‘major problem’ or ‘somewhat a problem’ within their neighbourhood. Across jurisdictions, this observation ranged from 76.5 per cent in SA to 68.7 per cent in the NT (figure 8.33).

Figure 8.33 **Persons aged 18 years and over: proportion who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat a problem' in their neighbourhood<sup>a</sup>**



<sup>a</sup> Caution should be used when comparing differences in results across jurisdictions and over time. The size of the sample may affect the accuracy of the results.

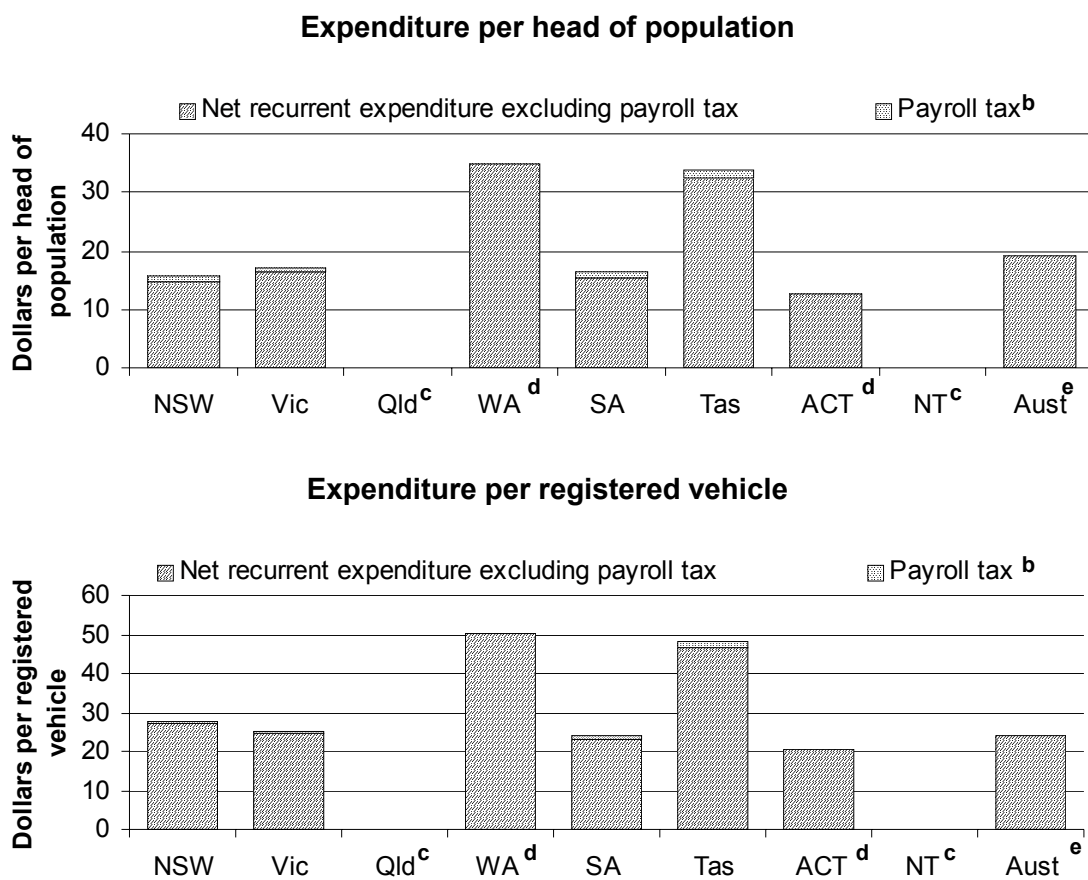
Sources: ABS, Population Survey Monitor, 1996–2000; table 8A.76.

### *Efficiency*

Nationally, of the jurisdictions that were able to provide data in 2000-01, estimated expenditure on road safety and traffic management was \$19 per head of population. It ranged from \$35 per head of population in WA to \$13 per head of population in the ACT. Estimated expenditure on road safety and traffic management per registered vehicle also varied across jurisdictions, from \$50 in WA to \$20 in the ACT (figure 8.34).

Nationally, the expenditure on road safety and traffic management as a proportion of total police expenditure was 8.4 per cent. Expenditure on road safety and traffic management as a proportion of each jurisdiction's total police expenditure ranged from 16.0 per cent in Tasmania to 5.5 per cent in the ACT (table 8A.12).

Figure 8.34 Expenditure on road safety and traffic management, 2000-01<sup>a</sup>



<sup>a</sup> Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>c</sup> Data are available only for all key SDAs combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> Includes payroll tax where applicable.

Source: table 8A.77.

While comparisons can be made with last year, caution should be used due to possible changes in the methods employed. The largest increase in real expenditure on road safety and traffic management over the past year occurred in Tasmania, which increased real expenditure by \$9 per head of population (from \$25 to \$34) (table 8.13).

The largest decrease in real expenditure from last year occurred in SA, where real expenditure decreased by \$11 per head of population (from \$28 to \$17). Nationally, real expenditure on road safety and traffic management decreased by \$2 per head of population (from \$21 to \$19) (table 8.13).

Table 8.13 Real expenditure on road safety and traffic management<sup>a</sup>

	NSW	Vic	Qld <sup>b</sup>	WA <sup>c</sup>	SA	Tas	ACT <sup>c</sup>	NT <sup>b</sup>	Aust <sup>d</sup>
<i>Dollars per head of population</i>									
Net recurrent expenditure (excluding payroll tax)									
1999-2000	15	18	na	38	27	24	11	na	21
2000-01	15	17	na	35	15	32	13	na	19
Payroll tax <sup>e</sup>									
1999-2000	1	1	na	..	1	1	..	na	..
2000-01	1	1	na	..	1	2	..	na	..
<b>Total<sup>f</sup></b>									
<b>1999-2000</b>	<b>15</b>	<b>19</b>	<b>na</b>	<b>38</b>	<b>28</b>	<b>25</b>	<b>11</b>	<b>na</b>	<b>21</b>
<b>2000-01</b>	<b>16</b>	<b>17</b>	<b>na</b>	<b>35</b>	<b>17</b>	<b>34</b>	<b>13</b>	<b>na</b>	<b>19</b>
<i>Dollars per registered vehicle</i>									
Net recurrent expenditure (excluding payroll tax)									
1999-2000	26	27	na	54	39	35	18	na	26
2000-01	27	25	na	50	23	47	20	na	24
Payroll tax <sup>e</sup>									
1999-2000	1	1	na	..	1	1	..	na	..
2000-01	1	1	na	..	1	2	..	na	..
<b>Total<sup>f</sup></b>									
<b>1999-2000</b>	<b>27</b>	<b>27</b>	<b>na</b>	<b>54</b>	<b>40</b>	<b>36</b>	<b>18</b>	<b>na</b>	<b>26</b>
<b>2000-01</b>	<b>28</b>	<b>25</b>	<b>na</b>	<b>50</b>	<b>24</b>	<b>48</b>	<b>20</b>	<b>na</b>	<b>24</b>

<sup>a</sup> Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Data are available only for all key SDAs combined. <sup>c</sup> Exempt from payroll tax. <sup>d</sup> Includes payroll tax where applicable. <sup>e</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>f</sup> May not add to sum of its components as a result of rounding. na Not available. .. Not applicable.

Source: table 8A.77.

## 8.8 Services to the judicial process

This SDA captures the role of police in providing effective and efficient support to the judicial process, including the provision of safe custody for alleged offenders and fair and equitable treatment of both victims and alleged offenders.

Activities typically include:

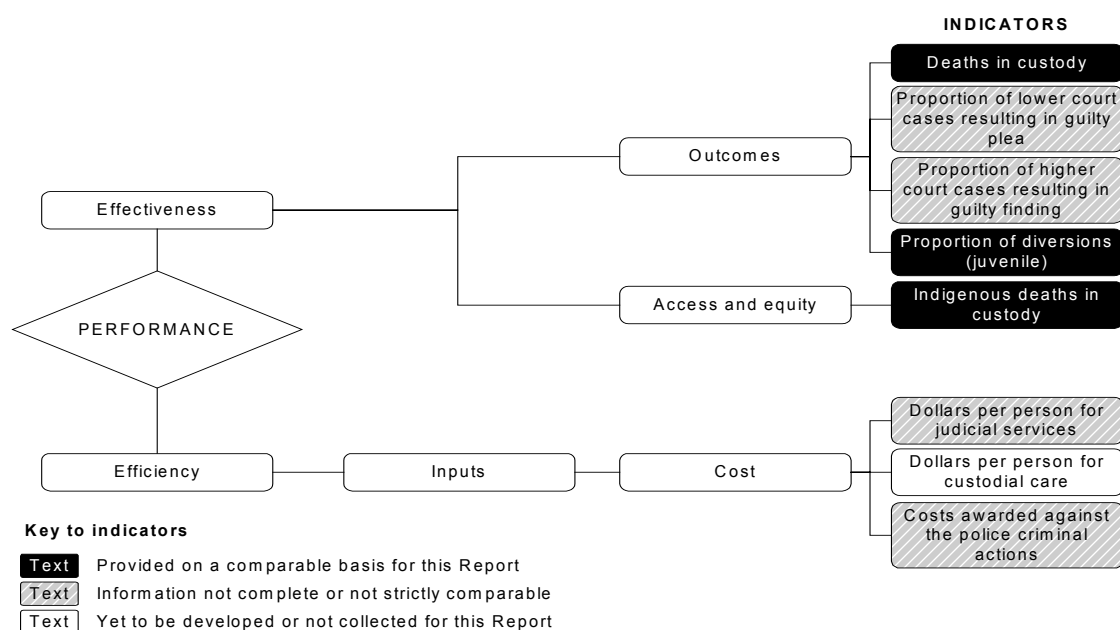
- preparing briefs;
- presenting evidence at court; and
- conducting court and prisoner security.

The role of police services in conducting court and prisoner security differs across jurisdictions.

## Framework of performance indicators

The performance of the police in undertaking these activities is measured using a suite of indicators that includes the number of court cases resulting in guilty pleas or guilty findings, and the effectiveness of police in diverting offenders from the criminal justice system (figure 8.35).

Figure 8.35 Performance indicators for services to the judicial process



## Key performance indicator results

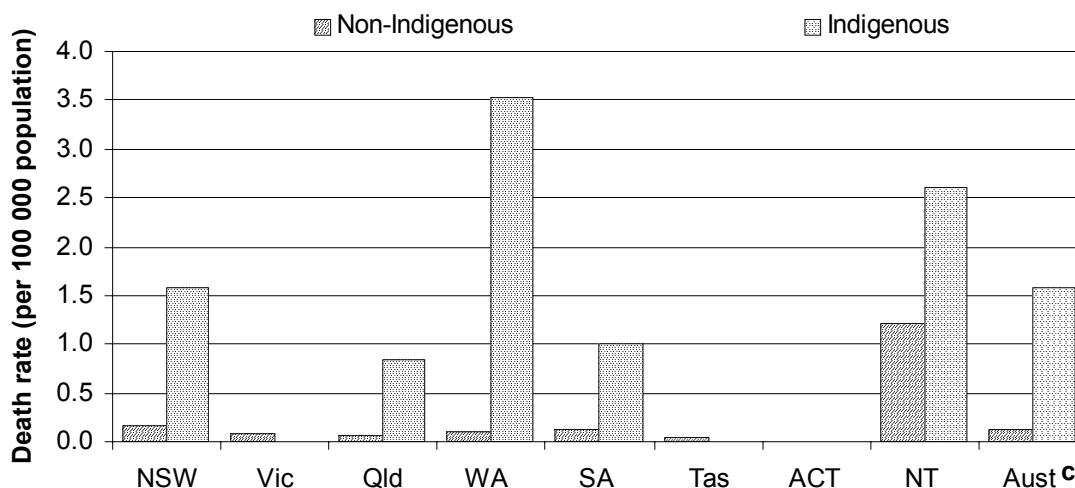
### *Deaths in police custody and custody related operations*

Nationally, there were 25 deaths in police custody and custody related operations in 2000 (table 8A.78). Across jurisdictions, the average number of non-Indigenous deaths each year between 1996 and 2000 ranged from 1.2 deaths per 100 000 population in the NT to zero deaths in the ACT (figure 8.36).

Nationally, the average number of Indigenous deaths each year between 1996 and 2000 ranged from 3.5 Indigenous deaths per 100 000 Indigenous population in WA to zero in Victoria, Tasmania and the ACT (figure 8.36).

More detail on the number of deaths in police custody and custody related operations (including number of deaths and rates by jurisdiction), over the period 1996–2000, appears in table 8A.78.

Figure 8.36 Deaths in police custody and custody related operations, per 100 000 population<sup>a, b</sup>



<sup>a</sup> Calculated as the average number of deaths in custody between 1996 and 2000, divided by the population in each jurisdiction (1996 ABS Census) and multiplied by 100 000. <sup>b</sup> Deaths in police custody include: deaths in institutional settings (for example, police stations/lockups and police vehicles, or during transfer to or from such an institution, or in hospitals following transfer from an institution); and other deaths in police operations where officers were in close contact with the deceased (for example, most raids and shootings by police). Deaths in custody related operations cover situations where officers did not have such close contact with the person as to be able to significantly influence or control the person's behaviour (for example, most sieges and most cases where officers were attempting to detain a person, such as pursuits). <sup>c</sup> Includes one Australian Federal Police (national, not the ACT) death in custody in 1999.

Source: table 8A.78.

### Outcomes of court cases

The police assist the judicial process in a variety of ways, including by collecting evidence and providing testimony in court. Police work in this area can be measured to some extent by the success of the police in achieving a guilty plea or conviction.

Victoria, Tasmania, the ACT and the NT were unable to provide any data this year on the outcome of court cases. The proportion of lower court cases resulting in a guilty plea ranged from 89.0 per cent in WA to 67.4 per cent in Queensland in 2000-01 (table 8.14).

The proportion of higher court cases resulting in a guilty finding ranged from 90.9 per cent in Queensland to 61.9 per cent in SA (table 8.14). All jurisdictions that provided data on the outcome of higher court cases included guilty findings and guilty pleas.

**Table 8.14 Outcomes of court cases, 2000-01 (per cent)**

	NSW	Vic <sup>b</sup>	Qld <sup>c</sup>	WA	SA	Tas	ACT	NT
Lower court cases resulting in guilty plea	78.0	na	67.4	89.0	79.4	na	na	na
Higher court cases resulting in guilty finding <sup>a</sup>	76.0	na	90.9	na	61.9	na	na	na

<sup>a</sup> All jurisdictions' data include guilty findings and guilty pleas. <sup>b</sup> Data not available at the time of data collection due to Victoria Police work bans. <sup>c</sup> For lower court cases in Queensland, total matters (denominator) include those matters committed to a higher court, heard summarily, dismissed or withdrawn, and matters where a warrant has been issued. Results are based on individual charges. **na** Not available.

Source: table 8A.79.

### *Juvenile diversions*

When police apprehend offenders, they have a variety of options available. The police can charge the offender, in which case criminal proceedings occur through the traditional court processes, or they can use their discretion to divert the offender away from this potentially costly, time consuming and stressful situation (for both the offender and victim).

Diversions include cautions and attendances at community and family conferences. These options can be appealing because they allow the offender to be admonished, without the necessity of traditional court processes. They are particularly useful mechanisms for dealing with juvenile offenders.

A juvenile diversion is defined as juveniles who would otherwise be proceeded against (that is, taken to court) but who are diverted by police, as a proportion of all juvenile offenders formally dealt with by police. The term 'diverted' includes diversions of offenders away from the courts by way of community conference; diversionary conference; formal cautioning by police; family conferences; and other diversionary programs (for example, drug assessment/treatment). Offenders who would not normally be sent to court for the offence detected and who are treated by police in a less formal manner (for example, issued warnings or infringement notices) are excluded. This is the standard definition used by most jurisdictions in compiling their data.

Across jurisdictions, in 2000-01, the proportion of juveniles undergoing diversionary programs ranged from 80.4 per cent in the NT to 43.2 per cent in Queensland (table 8.15). It should be noted, however, that there are variations across jurisdictions over what is determined to be a 'diversion' and hence variations from the standard definition. For instance, the large proportion of diversions in the

NT may be a result of the inclusion of verbal warnings which are not included in other jurisdictions.

The greatest increase in the use of juvenile diversions between 1997-98 and 2000-01 occurred in Tasmania, where the proportion of juveniles diverted rose from 26.0 per cent to 59.0 per cent. The only other variation of substance occurred in the ACT (an increase from 36.0 per cent to 48.3 per cent over the period) (table 8.15). Victoria and WA were unable to provide data on juvenile diversions for 2000-01.

**Table 8.15 Juvenile diversions as a proportion of juvenile offenders (per cent)<sup>a</sup>**

	<i>NSW</i>	<i>Vic</i> <sup>b</sup>	<i>Qld</i> <sup>c</sup>	<i>WA</i> <sup>d</sup>	<i>SA</i> <sup>e</sup>	<i>Tas</i>	<i>ACT</i>	<i>NT</i> <sup>f</sup>
1997-98	na	33.0	43.0	40.0	54.0	26.0	36.0	na
1998-99	na	29.0	43.0	42.0	53.0	51.0	32.0	na
1999-2000	48.0	32.0	43.0	41.0	53.0	50.0	34.0	na
2000-01	51.0	na	43.2	na	53.0	59.0	48.3	80.4

<sup>a</sup> 'Juvenile diversion' is defined in the accompanying text. <sup>b</sup> Data for 2000-01 not available at the time of data collection due to Victoria Police work bans. <sup>c</sup> Data also include cautions and community conferences. <sup>d</sup> Data are calendar year not financial year. Juvenile diversions include juvenile cautions and referrals to Juvenile Justice Teams. The proportion of juvenile diversions has been calculated on total recorded police contacts with juvenile offenders comprising juvenile cautions, referrals to Juvenile Justice Teams and charges pertaining to juveniles. <sup>e</sup> No valid data for 'other diversionary programs' in SA Police. <sup>f</sup> Data also include verbal warnings. The data are for a nine month period. **na** Not available.

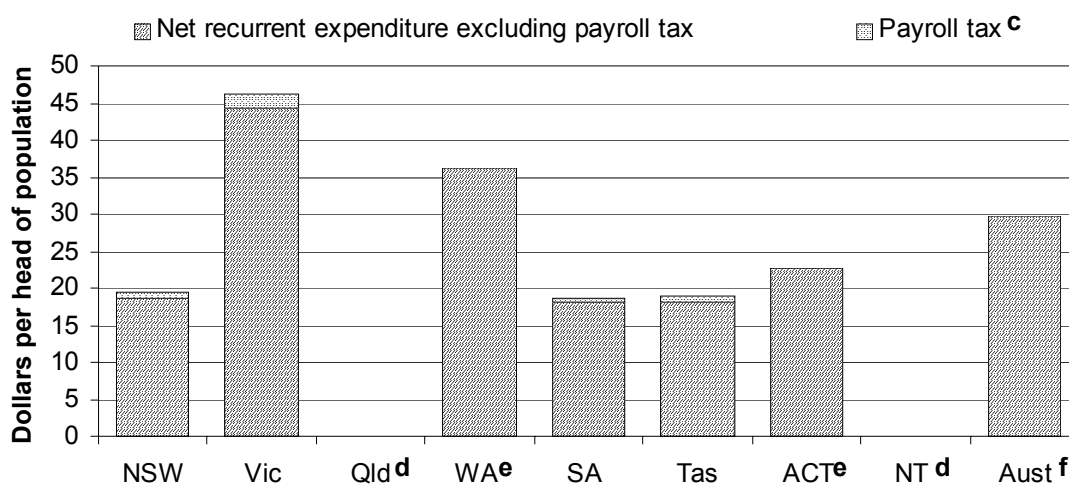
Source: table 8A.80.

### *Efficiency*

Nationally, of the jurisdictions able to provide data in 2000-01, estimated expenditure on services to the judicial process was \$30 per head of population. It ranged from \$46 per head of population in Victoria to \$19 per head of population in NSW, SA and Tasmania (figure 8.37).

Nationally, expenditure on judicial processes as a proportion of total police expenditure, was 13.2 per cent. Expenditure on judicial processes as a proportion of each jurisdiction's total police expenditure, ranged from 21.8 per cent in Victoria to 8.3 per cent in NSW (table 8A.12).

Figure 8.37 Expenditure on services to the judicial process, 2000-01<sup>a, b</sup>



<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>d</sup> Data are only available for all key SDAs combined. <sup>e</sup> Exempt from payroll tax. <sup>f</sup> Includes payroll tax where applicable.

Source: table 8A.81.

While comparisons can be made with last year, caution should be used due to possible changes in the methods employed. The only increase in real expenditure on services to the judicial process over the past year occurred in NSW, where real expenditure rose by \$1 per head of population (up from \$18 to \$19) (table 8.16).

The largest decrease in real expenditure was in the ACT, which fell by \$15 per head of population (down from \$38 to \$23). Nationally, real expenditure on services to the judicial process decreased by \$2 per head of population (down from \$32 to \$30) (table 8.16).

Another indicator of efficiency is the court costs awarded against the police in criminal actions. Court costs will generally be awarded when a criminal action against an offender has failed; in this respect, it represents at least some of the resources expended when a prosecution fails. In 2000-01, ACT had the highest cost awarded against the police per head of population (30 cents) and Tasmania had the lowest (1 cent). Victoria and the NT have not provided data for this year. Since 1998-99, each jurisdiction that has reported has shown a reduction in costs awarded against police (table 8.17).

Table 8.16 **Real expenditure on services to the judicial process (dollars per head of population)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld<sup>c</sup></i>	<i>WA<sup>d</sup></i>	<i>SA</i>	<i>Tas</i>	<i>ACT<sup>d, e</sup></i>	<i>NT<sup>c</sup></i>	<i>Aust<sup>f</sup></i>
Net recurrent expenditure excluding payroll tax									
1999-2000	17	49	na	45	25	18	38	na	32
2000-01	19	44	na	36	18	18	23	na	30
Payroll tax <sup>g</sup>									
1999-2000	1	2	na	..	1	1	..	na	..
2000-01	1	2	na	..	1	1	..	na	..
<b>Total<sup>h</sup></b>									
<b>1999-2000</b>	<b>18</b>	<b>50</b>	<b>na</b>	<b>45</b>	<b>26</b>	<b>19</b>	<b>38</b>	<b>na</b>	<b>32</b>
<b>2000-01</b>	<b>19</b>	<b>46</b>	<b>na</b>	<b>36</b>	<b>19</b>	<b>19</b>	<b>23</b>	<b>na</b>	<b>30</b>

<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Data are available only for all key SDAs combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> This variation in ACT expenditure should be viewed with caution as it is due, in part, to the revised methodology for the apportioning of direct costs to outcomes and the consequent increase in costs directly attributed to investigations. <sup>f</sup> Includes payroll tax where applicable. <sup>g</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. <sup>h</sup> May not add to sum of its components as a result of rounding. **na** Not available. **..** Not applicable.

Source: table 8A.81.

Table 8.17 **Costs awarded against the police in criminal actions<sup>a</sup>**

	<i>NSW</i>	<i>Vic<sup>b</sup></i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
Total costs ('000 dollars)								
1998-99	na	1 544	178	862	349	35	na	na
1999-2000	na	1 296	192	388	366	22	177	na
2000-01	492	na	154	421	297	4	96	na
Total costs per head of population (dollars)								
1998-99	na	0.33	0.05	0.47	0.23	0.07	na	na
1999-2000	na	0.27	0.05	0.21	0.24	0.05	0.57	na
2000-01	0.07	na	0.04	0.22	0.20	0.01	0.30	na

<sup>a</sup> Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law. <sup>b</sup> Data for 2000-01 not available at the time of data collection due to Victoria Police work bans. **na** Not available.

Source: table 8A.82.

## 8.9 Other services provided by police

Where possible, all jurisdictions have tried to fit their police activities within the four SDAs identified within the chapter (community safety and support; crime investigation; road safety and traffic management; and services to the judicial process). It is acknowledged that in some instances, a clear cut breakdown of

activities into these four activities is not always possible, so a ‘best fit’ scenario applies.

In some instances, it is not possible for jurisdictions to allocate particular activities or costs to the four SDAs already reported in this chapter. Therefore, a fifth SDA has been developed, called ‘other services.’ This SDA can include (but is not limited to) such things as information and licensing services, regulatory services and ministerial support services (refer to table 8A.10 for activities included in ‘other services’). For this Report, Victoria, WA and the ACT have included expenditure under this category.

Victoria spent the most on ‘other services’ per head of population (\$7), followed by WA (\$6) and the ACT (\$5) (table 8.18). As a proportion of each jurisdiction’s total police expenditure, ‘other services’ represented 3.2 per cent of Victorian expenditure, 2.7 per cent of WA’s expenditure, and 2.1 per cent of the ACT’s expenditure (table 8A.12).

**Table 8.18 Real expenditure on ‘other services’ (dollars per head of population)<sup>a, b</sup>**

	NSW	Vic	Qld <sup>c</sup>	WA <sup>d</sup>	SA	Tas	ACT <sup>d, e</sup>	NT <sup>c</sup>	Aust <sup>f</sup>
Net recurrent expenditure excluding payroll tax									
1999-2000	–	–	na	7	–	–	–	na	1
2000-01	–	7	na	6	–	–	5	na	3
Payroll tax <sup>g</sup>									
1999-2000	–	–	na	..	–	–	..	na	..
2000-01	–	–	na	..	–	–	..	na	..
<b>Total</b>									
<b>1999-2000</b>	<b>–</b>	<b>–</b>	<b>na</b>	<b>7</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>na</b>	<b>1</b>
<b>2000-01</b>	<b>–</b>	<b>7</b>	<b>na</b>	<b>6</b>	<b>–</b>	<b>–</b>	<b>5</b>	<b>na</b>	<b>3</b>

<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. <sup>b</sup> Population based on ABS estimates for June 2001. <sup>c</sup> Data are available only for all key SDAs combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> In the ACT, ‘other services’ consist of regulatory activities. <sup>f</sup> Includes payroll tax where applicable. <sup>g</sup> Calculated by multiplying the proportion of expenditure on salaries and payments for each SDA by the total payroll tax expenditure. **na** Not available. **..** Not applicable. **–** Nil or rounded to zero.

Source: table 8A.83.

## 8.10 Capital costs in the costing of police services

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 8A1–8A.8. Costs associated with non-current physical assets (such as depreciation and the user cost of capital) are potentially important components of the total costs of many services delivered by government

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agencies. Differences in the techniques for measuring non-current physical assets (such as valuation methods) may reduce the comparability of cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated a study: *Asset Measurement in the Costing of Government Services* (SCRCSSP 2001). The aim of the study was to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs.

In police services, the results reported in the study indicate that different methods of asset measurement could lead to quite large variations in reported capital costs. Considered in the context of total unit costs, however, the differences created by these asset measurement effects were relatively small, as capital costs represent a relatively small proportion of total cost. A key message from the study was that the adoption of national uniform accounting standards across all service areas would be a desirable outcome from the perspective of the Review. The results are discussed in more detail in chapter 2.

## **8.11 Future directions in performance reporting**

### **Agreed indicators for best practice that can be measured for both effectiveness and efficiency**

Last year, the Police Working Group undertook to examine more robust and suitable ways to measure levels of efficiency in the range of services that police jurisdictions provide to the community. The Police Working Group has identified the areas of ‘community safety and support’ and ‘road safety and traffic management’ as areas where initial developmental work can be undertaken. It is possible that as a result of this work, the Report may include new indicators next year or in future years.

While the Report provides information on the costs of services for each SDA, it has proved difficult to develop efficiency indicators for each SDA and for policing in general. At present, the only efficiency indicators shown are the ‘total cost of service per head of population’ for each SDA. These are considered to be partial efficiency measures.

Policing services are often delivered contemporaneously, covering one SDA or even extending over several SDAs. For example, police response to a call for service will not only deal with the incident at hand, but may also increase police visibility and, therefore, provide public reassurance. Likewise, police road safety operations and crime investigations may also have crime prevention components.

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As a result, police services are examining alternative methods for developing efficiency indicators. The approach is to identify issues/problems of prime importance and the activities required to redress the problems. Measures can then be made of the time/cost of activities and of the actions resulting from those activities.

Efficiency indicators would be defined in terms of the cost per unit of output, where output is defined as the sum of actions taken, weighted to reflect the importance of redressing the problem.

### *Community safety and support*

For the 'community safety and support' SDA, three areas of prime concern to the community were identified from the community attitudes to policing survey. Further research reveals the main services that people seek from police in relation to each of these areas of concern:

- response capability: be contactable and attend as necessary;
- family (domestic) violence: attend in a timely manner, ensure safety of victim and follow-up; and
- street and public order: patrol designated 'hot spots', care for intoxicated persons, and manage street-level drug dealing.

Preliminary analysis suggests the following indicators may be considered as related efficiency indicators:

- cost of response service/calls received: a measure of efficiency of communications operations;
- cost of domestic violence/domestic violence victims: a measure of efficiency of police domestic violence services;
- cost of response service/(weighted) calls attended: a measure of efficiency in response capability; and
- cost of targeted street patrols/weighted actions: a measure of efficiency in public order.

For any efficiency indicator, however, it is necessary to derive costs actually associated with the units or actions, to form the denominator of the indicator. For example, if the total cost of 'community safety and support' was divided by the number of calls attended, the resultant partial efficiency indicator would not be readily interpretable. A jurisdiction placing more emphasis on crime prevention may increase the cost of the SDA overall, while reducing the cost of attending calls.

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The partial measure of efficiency would suggest less efficient operations when the opposite may be true.

A challenge for police services, therefore, is the development of consistent methods for calculating the costs associated with specific activities.

### *Road safety and traffic management*

The underlying objective for all police services in relation to road safety is to reduce the severity and incidence of road collisions through an improvement in road use behaviour. By definition, the efficiency of service delivery is directly related to its effectiveness in as much as resource use needs to be measured against the results achieved.

While the specific police activities that contribute to the achievement of the output are similar, road safety outputs vary across jurisdictions. In addition, it has proven difficult to separate the contribution of police-specific outputs from outputs of other agencies that lead to government outcomes. This is particularly relevant in those jurisdictions where an integrated approach to road safety encompasses a number of agencies.

Victoria is undertaking an output evaluation for road safety and traffic management. It is anticipated that the Working Group may be able to pick up on this work. The objectives of the work include examination of the extent to which government outcomes and objectives are being achieved, the impact of specific outputs in meeting those outcomes and objectives, the relevance and appropriateness of key performance indicators and the appropriateness of the output mix.

The objectives of the review are to determine the appropriateness of the price structure and the final price paid by government for each output and to consider the availability of alternative outputs or output providers that might more efficiently deliver required government outcomes.

It is anticipated that the outcomes of the Victorian output evaluation will assist the Working Group in focusing on those areas of police-specific activity where a clear link can be made between the level of results achieved and the resources deployed.

### **Appropriateness of service delivery**

Public demands for greater efficiency and effectiveness within all government services, including policing, have led to an increased emphasis on the quality of service delivery. Historically, performance assessment has focused on how well a

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police service has met its objectives (effectiveness) and also the costs associated with doing so (efficiency). Another relevant way of assessing performance in a service industry such as policing is to consider the appropriateness of the service being delivered. Typically, clients of a police service will come from many diverse groups, which will include: the government; the community of the State/Territory; victims of crime; people who call the police for a non-crime related service; and offenders.

Appropriateness indicators should go beyond simple measures of public satisfaction with services provided. They must address the more difficult issues of:

- assessing to what extent the agency identifies what its clients want; and
- assessing its response to meeting those needs and expectations.

To date, police services have addressed the issue of determining appropriateness of service delivery in different ways. The Queensland Police Service has set up a project team tasked with developing a 'Client Service Charter and Standards' for the Service. Operational police and senior executive officers were surveyed to establish their perceptions of what the public wanted from the police, in terms of the actual services provided and the characteristics of the services (for instance, timeliness, communication and courtesy).

The general public were also surveyed to establish what they wanted and what they thought of the quality of service provided. In addition, focus groups from the community were conducted around the State to determine specific issues relevant to participants (for example, women, rural communities, the unemployed and youth issues).

In developing its 2001–2006 Strategic Plan, the WA Police Service conducted an environmental scan, which included a survey of all 'Safer WA' Committees around the State. These committees were established as a forum where all parties involved in safety and security issues could come together to develop local solutions. The survey assessed their views on a range of safety and security issues, and was supplemented with interviews of chief executive officers from the relevant State agencies, including the ministries of justice and health.

The data from the survey and interviews were used to assist in mapping out and focusing the strategic direction of the agency over a five-year period. The agency's strategic plan provides a clear picture of its objectives for community safety and security, and is the basis for the development of an appropriate performance framework to measure the achievement of those objectives.

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The Department of Police and Public Safety in Tasmania has demonstrated a commitment to develop strategic partnerships and networks with key stakeholders – a philosophy which underpins the *Tasmania Together* goal of ‘having a community where people feel safe in all aspects of their lives’. An extensive consultation process was undertaken in 2000 to achieve this and the plan represents a government-community partnership ‘driven by the community for the community’. The Premier of Tasmania began the process of consultation by meeting major community groups throughout Tasmania in February 1999. Subsequently, a 24 member Community Leaders’ Group was established to consult with the people of Tasmania and facilitate the development of the plan.

The State Government Partnership Agreements take into account consultative mechanisms at the local level and are aimed at encouraging local input to community and economic development and promoting shared responsibilities for better targeted service delivery. Tasmania Police are actively involved in the development of these partnerships.

The primary objective of the Victoria Police Local Priority Policing (LPP) initiative is to deliver effective policing services that satisfy local community needs and expectations. Full implementation of the initiative will ensure that the mix and nature of policing services delivered to individual communities are appropriate to the perceived needs of each community.

The first two phases of the LPP initiative involved structural and service delivery reforms. The final phase of LPP involves the delivery of the Community Consultation Model that focuses on developing strategic partnerships with communities and other community service agencies. It also ensures that community input into the determination of priorities and levels of service is formalised within the Victoria Police corporate planning framework.

New South Wales Police believe the question of appropriateness is best answered by looking at how services are determined and by appreciating that services should concentrate on things that are of most concern to the public (eg break and enter, motor vehicle theft etc). Effort is concentrated on preventing these crimes by focusing on things such as repeat offenders and licensing second hand dealers.

New South Wales Police efforts to monitor response to calls and the introduction of the ‘police assistance line’ provide further alternative methods of contact. This approach involves using surveys (such as the national attitudes survey and the NSW Police Service Crime and Safety Survey) to identify what the customer wants and then planning the police response to meet customer needs and expectations.

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Northern Territory Police has adopted a whole-of-community approach to crime prevention. A 'NTsafe' Committee has been established, comprising membership across six key government agencies, and six community members to represent Aboriginal communities, ethnic communities, local government, the youth and business sectors. Between August and November 2000, 'NTsafe' conducted a series of 23 public meetings in urban and remote communities across the NT to identify the crime prevention and community safety issues of most importance or concern to Territorians. The meetings were also an opportunity for communities to identify potential solutions to problems being experienced.

The NT Police, in partnership with the 'NTsafe' Secretariat, has been actively involved in promoting the 'NTsafe' grant scheme and, in some cases, participating in projects with local community groups. The NT Police has also, in partnership with 'NTsafe', contracted an expert to consult with stakeholders in the Darwin and Palmerston areas about the legitimate use of public space.

Police services recognise that the diverse nature of client groups across jurisdictions will create inherent difficulties in making comparisons of appropriateness. Compounding this problem is the divergence in government policy, differing legislative requirements, relationships with other government departments and the unique socioeconomic conditions of the local community. While acknowledging these difficulties, the police services will continue to explore ways to measure and compare appropriateness of services delivered.

## **8.12 Information on sample data**

Some of the results reported are estimates obtained by conducting surveys with samples of the group or population in question. Results are therefore subject to sampling error. The data obtained from a sample may be different from the 'true' data which would have been obtained from the entire group or population (not just a sample) using the same methods. Consequently, when using survey results, it is necessary to be cautious (see Appendix A).

The standard error is a measure of sampling error. It indicates the extent to which the estimate may differ by chance from the 'true value' because only a sample was taken. If the survey is performed repeatedly, the difference between the sample estimate and the population value will be less than one standard error about 68 per cent of the time. The difference will be less than two standard errors 95 per cent of the time. It will be less than three standard errors 99 per cent of the time. Another way of expressing this is to say that, in 68 (95, 99) of every one

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hundred samples, the estimate obtained from a single survey will be within one (two, three) standard errors of the ‘true’ value.

The chance that an estimate falls within a certain range of the true value is known as ‘the confidence of the estimate’. For any particular survey, there is a tradeoff between the confidence of the estimate (68, 95 or 99 per cent) and the size of the survey. The appropriate level of confidence chosen depends on the purpose of obtaining the estimate.

The relative standard error is the standard error, expressed as a percentage, which should be attached to the estimate. It indicates the margin of error that should be attached to the estimate. The smaller the estimate, the higher the relative standard error.

In table 8.19, relative standard errors are presented for various estimates of the number of people. Some tables in this Report present the results as a percentage of the total population. To calculate a relative standard error for these cases, the percentage estimate must be converted back to an estimate of the number of people. Tables throughout the PSM show the estimated population sizes for the questions in the survey.

For example, if in NSW 60 per cent of males were ‘satisfied’ or ‘very satisfied’ with police services, and if the estimated population size for this question was 2 274 000, this would mean that 1 364 400 persons were satisfied. Table 8.19 shows that the associated relative standard error is approximately 2.5 per cent. There is a 68 per cent probability that the proportion of the population using the service is within one relative standard error of the estimated proportion. That is, we can be 68 per cent confident that the true value lies between 60 per cent plus or minus 2.5 per cent of 60 per cent — 58.5 to 61.5 per cent. (Note that is not equivalent to 60 per cent plus or minus 2.5 per cent.) We can be 95 per cent confident that the true value lies within two relative standard errors — that is, between 57.0 and 63.0 per cent.

**Table 8.19 Relative standard error of estimates for the *Population Survey Monitor* by jurisdiction<sup>a</sup>**

<i>Estimate</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
'000	%	%	%	%	%	%	%	%	%
Three quarter survey questions									
5	70.4	67.0	55.4	40.4	46.2	23.1	18.5	19.6	56.6
10	49.8	47.4	39.2	28.6	32.7	16.3	13.1	13.9	40.0
20	33.9	31.8	27.8	19.6	21.2	9.8	8.6	9.4	28.2
50	20.1	18.8	16.2	11.4	12.7	5.4	5.4	5.1	17.5
100	13.5	12.5	10.6	7.4	8.3	3.3	3.7	3.3	12.0
200	8.8	8.2	7.1	4.8	5.4	1.9	2.5	2.1	8.0
500	5.0	4.6	4.0	2.7	3.0	0.9	..	..	4.7
800	3.7	3.4	2.9	1.9	2.2	..	..	..	3.5
1000	3.2	3.0	2.5	1.7	1.9	..	..	..	3.1
1500	2.5	2.3	2.0	1.3	1.5	..	..	..	2.3
2000	2.0	1.9	1.6	1.0	1.2	..	..	..	2.0
5000	1.1	1.0	0.9	..	..	..	..	..	1.1
Four quarter survey questions									
5	60.8	58.0	48.1	39.6	35.4	19.8	17.0	15.6	49.5
10	43.0	41.0	34.0	28.0	25.0	14.0	12.0	11.0	35.0
20	29.5	27.5	24.0	18.5	17.0	8.5	8.0	7.5	24.5
50	17.4	16.2	14.0	11.0	10.0	4.6	4.4	4.6	15.2
100	11.7	10.8	9.2	7.2	6.4	2.8	2.9	3.2	10.4
200	7.7	7.2	6.1	4.7	4.2	1.7	1.8	2.2	7.0
500	4.3	4.0	3.4	2.6	2.3	0.8	..	..	4.0
800	3.2	3.0	2.6	1.9	1.7	..	..	..	3.0
1000	2.8	2.6	2.2	1.7	1.5	..	..	..	2.7
1500	2.2	2.0	1.7	1.3	1.1	..	..	..	2.0
2000	1.8	1.6	1.4	1.1	0.9	..	..	..	1.7
5000	1.0	0.9	0.8	..	..	..	..	..	0.9

<sup>a</sup> The ABS considers that only estimates with relative standard errors of 25 per cent or less are sufficiently reliable for most purposes. Estimates greater than 25 per cent are subject to sampling variability too high for most practical purposes and should be treated with caution and viewed as merely indicative of the magnitude involved. .. Not applicable.

Source: ABS, Population Survey Monitor, 1996–2000.

## 8.13 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains short profiles on each State and Territory, which may assist in interpreting the performance indicators presented in this chapter. The information covers aspects such as age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

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## **New South Wales comments**

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The mission of the NSW Police Service is ‘to have police and community working together to establish a safer environment by reducing violence, crime and fear.’ The Service has adopted ethical cost-effective crime reduction and improved public safety as its primary objective. In particular, the Service has focused on the most traumatic personal crimes of assault and robbery, and the most voluminous property crimes of break & enter, motor vehicle theft and stealing. In redressing these crimes, the Service takes a whole of crime approach and with the cooperation of local communities, has put in place many problem-solving operations, designed to ensure all people can freely enjoy their lawful pursuits.

Key performance indicators (KPIs) used by the NSW Police Service include many of the performance indicators shown in this Report. Overall ‘success’ is measured in terms of general community satisfaction and confidence in police. Crime trends, alleged offenders proceeded against and road fatalities and injuries are also used as KPIs.

Accountability in the Service is assessed by internal benchmarking, both against past trends and by the comparison of Local Area Commands. Comparison with other States/Territories is considered less useful, as the information is not timely to be used operationally.

Service to the community is also assessed in terms of calls for assistance. During 2000-01, over 1 million calls were received at the ‘000’ emergency number. Police responded to over 1.5 million calls for assistance, of which about 106 000 required urgent attendance by police. Over 80 per cent of urgent calls were attended within 12 minutes and 80 per cent of non-urgent calls were attended within 43 minutes. This level of service is considered among the best in the world given the dispersed nature of this Statewide coverage.

In any given year, about 40 per cent of people aged 15 and over have contact with police, generating over 3 million contacts between police and community members in NSW. Less than 1 in 900 of these interactions resulted in a public complaint against police.

The NSW Police Service believes the level of achievement in delivering policing services to the NSW community is high and will further improve with increased emphasis on ethical crime investigation and intelligence-based crime prevention initiatives.

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## Victorian comments

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This year in Victoria saw the roll-out of the final phase of the Local Priority Policing initiative – the Community Consultation Model – which is focused on developing partnerships with communities and community service agencies. A key element of the Model has been the establishment of a network of some 63 Local Safety Committees across Victoria and the development of Community Safety Plans which set out the strategies and initiatives proposed to address particular community safety issues. Victoria Police’s planning reporting and evaluation cycles have been aligned to ensure that local needs and priorities directly influence local police service delivery.

While the *Report on Government Services* shows that the Victorian community is generally satisfied with the services provided by police, there is always room to improve. Victoria Police will continue to focus on those broad areas identified as being of greatest concern to the community. Those areas are crime control, ensuring safer homes and public places and reducing violent crime.

Victoria remains a very safe place to live and work, but overall crime increased by some 3 per cent in the last year, with the most significant individual rises being in aggravated burglary, robbery, homicide and motor vehicle theft. In the current year, Victoria Police will focus on specific strategies to reduce violence against women, burglaries and motor vehicle theft. A police Commander will take a lead role in each of these areas to develop new strategies and a fresh approach to policing these areas of community concern.

Victoria Police is presently undertaking a critical examination of the systems and structures that underpin its delivery of policing services to the community. This examination is aimed at ensuring that the right systems are in place to support effective change and that those systems are properly resourced to allow them to deliver results.

In 2002 there will be a fundamental change in the way operational business is undertaken in Victoria Police, with an enhanced focus on customised crime reduction strategies at the state, regional and local levels. Those strategies will be based on the analysis and interpretation of crime data. Operational managers at each level will meet regularly to engage in critical reflection in determining operational and resource management, target setting, decision making, performance review and strategy validation.

Ensuring that the delivery of policing services is fully aligned with community concerns and expectations will remain a key focus for Victoria Police. An effective performance measurement and reporting framework is a fundamental requirement to ensuring that focus is maintained.

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## Queensland comments

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The desire to work in partnership with the community and provide a range of responsive policing services that meet the needs of our clients is a central feature of our service orientation. The Queensland Police Service (QPS) remains committed to continually improving the quality and efficiency of policing service delivered to our clients throughout Queensland. During the year the QPS continued a Client Service Standards project to develop a Client Service Charter that will set the standard for the delivery of policing services in the future. The Volunteers in Policing program also continued to promote partnership between the police and community, to extend service delivery in the areas of community liaison, crime prevention, client support and victim and witness support.

A trial process called Operational Performance Review (OPR) was introduced to help ensure that we continue to provide a professional service to the community. OPRs seek to provide the opportunity for the Commissioner to hold regular, performance-focused meetings to review each District's activities with Regional and District Managers and other members of the senior executive. The OPR process has been developed to provide a constructive, supportive performance management process to improve the delivery of policing services.

Through the year the Service planned for, and managed, a number of significant events including activities associated with the Sydney 2000 Olympic Games, the Centenary of Federation and the 2001 Goodwill Games.

The Queensland Police Service's commitment to continual organisational improvement was also demonstrated through the evaluation of a number of initiatives. Significant reviews that were finalised, continued or commenced included: the implementation of Problem-Oriented and Partnership Policing; the Queensland Aboriginal and Torres Strait Island Police trial; and the Police Powers and Responsibilities Act. Project Lighthouse continued to deliver operational training in relation to the situational use of force, and this, combined with new equipment, provided police with a broader range of options for protecting themselves and the community.

The national CrimTrac system was formally launched in June 2001. The QPS played a significant role in the development of the integrated crime investigation system, which will facilitate the exchange of information between all police jurisdictions in Australia. The system will enhance the Service's capacity to deal with fingerprint identification, DNA profiling, paedophilia, domestic violence, firearms, vehicles of interest and criminal histories.

In June 2001 a Police Drug Diversion Program was also commenced, offering minor drug offenders the opportunity to avoid entering the criminal justice system, and instead access assessment, education, counselling and treatment programs at an early stage in their drug use.

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## Western Australian comments

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The development of the Strategic Plan 2001-2006 in 2000-01 provides the WAPS with a long-term direction. In considering its future role, the conclusion was that the WAPS can achieve the outcomes it seeks only by continuing to work closely with others, across government and the community, and moving increasingly towards early intervention initiatives.

However, 2000-01 was generally a period of consolidation as the impact of the Strategic Plan on service delivery was determined. Priority was given to refining and building on the community policing and intelligence-led policing models commenced in the 1990s. This was achieved through encouraging local participation in the resolution of community safety and security, reducing the rate of fatal crashes where excessive speed or drink-driving were major contributing factors and the use of intelligence-led policing to reduce and clear offences.

A number of management initiatives were implemented to support these policing strategies. These initiatives focused on assisting frontline officers in delivering services. Their implementation recognised the need for more sophisticated and flexible work practices; a workforce that represents a diverse community; and the more effective use of technology and other resources to remain contemporary and be able to respond to the ever-changing environment in which it operates.

A Region and District Allocation of Resources (RADAR) Model was developed, based on considerable research and consultation. The RADAR model applies a number of variables in determining an equitable distribution of police officers to each police region or district. Whilst the RADAR model will be used as a guide, local conditions and management consultation will continue to be major factors in determining the final allocation of police officers in an area.

A review of district boundaries was completed, with metropolitan police boundaries being aligned with local government areas to assist service delivery and the establishment of key partnerships at the local level. The changes to the boundaries and renaming of the six metropolitan districts became effective on 1 July 2001.

These initiatives, along with the implementation of Strategic Plan, focus on positioning the WAPS to meet the challenges of the future, and involve implementing changes in the way it operates, to assure the safety and security of the community.

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## South Australian comments

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SAPOL clearly understands community concerns about crime and disorder and the fear of crime. These concerns shape decision making throughout SAPOL's business planning process, which considers the wider environment that characterises operational policing in South Australia. Issues such as illicit drug use and alcohol abuse have long been significant problems for police and the community because of the social, economic and personal harm they create, and their connection with traditional crimes such as serious criminal trespass and robbery. SAPOL is also preparing for emerging crimes such as those involving outlaw motor cycle gangs, e-crime, and politically motivated violence. To keep abreast of these emerging issues and best practice responses, SAPOL successfully hosted the International Policing Conference *Global Directions: Local Solutions*, which attracted over 450 delegates from around Australia and the world.

There are two key elements to delivering quality services in complex environments. One is understanding and anticipating the community's needs and expectations. The other rests on SAPOL's ability to adapt its services to meet the specific needs of the diverse South Australian community. The results of the community satisfaction survey presented in this chapter will enable SAPOL to closely monitor the service delivery needs and expectations of a greater number of South Australians than in the past. This information is critical to measuring community perceptions of the outcomes of the services provided by SAPOL.

The primary vehicle through which service delivery is guided and monitored throughout SAPOL is the *Future Directions Strategy*. This Strategy is currently being revised and a new version will be released shortly. It will enable ASPOL to achieve its Mission by articulating a policing model for South Australia based on a Local Service Area structure, Core Strategies, a Crime Reduction Strategy and problem-solving principles. Underpinning operational service delivery to the community are eight Key Management Areas that collectively contribute to sound business practices. These are Service Orientation; Working Together; Problem-Solving; Ethics and Integrity; Valuing our People; Resource Management; Performance Management; and Continuous Improvement. SAPOL recognises that the community often access policing services in times of significant uncertainty, importance, or risk. Initiatives are in place to help overcome barriers that restrict access to essential services. For example, SAPOL's newly created call centre represents a major advance in service delivery and will improve community access to police services for non-emergency calls.

A national survey, conducted by the Morgan Research Centre during 2000, found that SAPOL was the most highly regarded amongst Australian police services for ethics and honesty; an increase of 11 per cent over the previous year. From this sound base of community confidence, SAPOL is positive about achieving its vision of being *held in the highest regard as a modern motivated, progressive and professional organisation responsive to the community's needs and expectations*.

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## Tasmanian comments

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Tasmania Police continues to be at the forefront of strengthening community partnerships. Substantial progress has been made in formalising agreements between the State Government, local governments and community groups. Within the context of the Government's Tasmania *Together* initiative, Tasmania Police has a clear responsibility in responding to the community leaders' goal of '*having a community where people feel safe and are safe in all aspects of their lives*'. Many programs over the coming years will be focused specifically on achieving key performance targets to ensure that Tasmania maintains its position of having the lowest rate of crimes against people and property, and remains the safest state in Australia.

There has been significant progress in several aspects of the national CrimTrac program which is designed to streamline access to national policing information throughout Australia. Planning processes for the introduction of the national DNA database are well in hand. The new National Automated Fingerprint Identification System (NAFIS) was implemented, delivering a greatly improved capacity for fingerprint identification and matching. In support of this national approach, the *Forensic Procedure Act 2000* was enacted in January 2001 and a comprehensive training program was undertaken in preparation for the legislation.

National crime statistics for the calendar year 2000 indicate that Tasmania was below the national average in all offence categories for the first time. This is a significant achievement. Particularly noteworthy is the fact that our rate for the offence of Unlawful Entry with Intent was below the national rate for the first time since 1993. This offence decreased by 18 per cent in 2000 compared with the previous year, and contrasts with the national increase of 5 per cent.

The proportion of juvenile offenders diverted from the court system increased substantially. It is pleasing to note that Tasmania leads the way nationally in achieving the greatest increase in the use of diversionary processes for juveniles.

Within the Government's youth justice framework, Tasmania Police will continue with its policy of diverting youth offenders, where possible, from the criminal justice system. Early intervention programs are being developed, in partnership with other government and non-government organisations, in an effort to begin to break the cycle of intergenerational crime.

Tasmania was the only jurisdiction to experience a discernible reduction in the number of complaints against police. Complaints reached their lowest level since 1991 reflecting a growing level of professionalism.

Corporate priorities have been established for the year ahead which identify areas needing special attention. Although Tasmania was below the national average for all offence categories this year, three key areas - home burglary, motor vehicle theft and assault in public places will be vigorously addressed.

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## Australian Capital Territory comments

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A number of key milestones have been achieved during the past 12 months to reduce crime levels in the ACT, enhance feelings of public safety and protect property against theft and damage.

The application of intelligence-led policing operations, the introduction of new legislation and significant increases in Government funding for the establishment of new crime prevention initiatives, have resulted in record reductions in property crime in the ACT.

Increased funding during the 2000-01 year enabled the appointment of 50 new police positions to intensify efforts in relation to burglary and motor vehicle theft offences. Intelligence-led operations were established, culminating in Operation Anchorage, which was launched in February 2001. As a result, Canberra recorded a 21 per cent reduction in burglary for the financial year 2000-01 while motor vehicle theft fell by 29 per cent. Other property related offences also fell during the reporting period including armed robbery by 12 per cent, fraud and misappropriation by nearly 60 per cent and vandalism and graffiti by 7 per cent. These reductions are remarkable when considered in the context of escalating trends in property crime in the ACT in recent years.

Policing services were delivered to the ACT community for the first time under a purchaser provider model in 2000-01. The Purchase Agreement covers all the purchaser interests of the ACT Government including the outcomes to be provided and the performance measures for the each outcome together with performance targets where appropriate. The agreement significantly enhances accountability to the ACT Government in terms of policing outcomes in the key areas of community safety, investigations, road safety and support to the judicial process.

As a consequence of this significant shift in business arrangements a detailed review of associated enabling costs was conducted during the year. This revision better quantifies the costs and nature of enabling services and formalises the segregation of services performed by ACT Policing in relation to Commonwealth and ACT outcomes.

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## Northern Territory comments

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The Northern Territory accounts for 17.5 per cent of Australia's land mass, but has only 1 per cent of the country's population. The Territory is thus sparsely populated, and many of its people live in remote and isolated areas. The remoteness and isolation is compounded by a climate that frequently causes problems of access, and creates a regular need to evacuate people to less remote areas on a temporary basis.

This remoteness and isolation presents immense challenges in ensuring that all our citizens have access to the full range of services we provide. Remoteness and access impact on the costs of policing services, and we note the comments to this end elsewhere in this report. The Northern Territory Police Force is strongly supportive of attempts to build 'access' into indicators of remoteness.

There are three demographic trends that distinguish the Territory from other Australian jurisdictions. The proportion of Aboriginal and Torres Strait Islander people is significantly higher here than elsewhere. The Northern Territory Police are pleased to report that we have the highest absolute number of Aboriginals providing policing services to the community. However, we readily acknowledge that we must do more to increase the representation of Aboriginal people in the police and decrease their representation in our victims and offenders statistics.

The Territory also has a faster growing and younger population than other Australian jurisdictions. For example, the Territory's median age is 26.6, which is in the category of persons most likely to be both an offender and a victim of crime. This is possibly one contributory factor in explaining why the Territory's victimisation rates for crimes against the person, crimes against property and road accidents is so much higher than the national average.

To assist in tackling these unacceptably high rates, the Northern Territory Police have intensified their use of intelligence-led policing. Our data collection systems are being enhanced and strategic information is beginning to generate plans which target particular problem areas. We have also intensified our cooperation with other community groups.

Finally, we note that the Northern Territory Police have scored higher than the national average in terms of fairness, professionalism and honesty and that the Northern Territory community is generally either satisfied or very satisfied with the services we provide.

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## 8.14 Definitions

Table 8.20 Terms

<i>Term</i>	<i>Definition</i>
Armed robbery	Robbery conducted with the use (actual or implied) of a weapon, where a weapon can include, but is not restricted to: <ul style="list-style-type: none"> <li>• firearms — pistol, revolver, rifle, automatic/semi-automatic rifle, shotgun, military firearm, airgun, nail gun, cannon, imitation firearm and implied firearm; and</li> <li>• other weapons — knife, sharp instrument, blunt instrument, hammer, axe, club, iron bar, piece of wood, syringe/hypodermic needle, bow and arrow, crossbow, spear gun, blowgun, rope, wire, chemical, acid, explosive, vehicle, other dangerous article and imitation weapons.</li> </ul>
Assault	The direct (and immediate/confrontational) infliction of force, injury or violence on a person(s) or the direct (and immediate/confrontational) threat of force, injury or violence where there is an apprehension that the threat could be enacted.
Available full time equivalent staff	Any full time equivalent category where the individual is on duty performing a function. To be measured using average staffing level for the whole reporting period.
Average non-police staff salaries	Salaries and payments in the nature of salary paid to civilian and other employees, divided by the total number of such employees.
Average police salaries	Salaries and payments in the nature of salary paid to sworn police officers, divided by the number of sworn officers.
Blackmail and extortion	The unlawful demanding with intent to gain money, property or any other benefit from, or with intent to cause detriment to, another person, accompanied by the use of coercive measures, to be carried out at some point in the future if the demand is not met. This may also include the use and/or threatened use of face-to-face force or violence, provided there is a threat of continued violence if the demand is not met.
Civilian staff	Unsworn staff, including specialists (civilian training and teaching medical and other specialists) and civilian administrative and management staff.
Complaints	Number of statements of complaint by members of the public regarding police conduct.
Crimes against property	Total reported crimes against property, including: <ul style="list-style-type: none"> <li>• unlawful entry with intent;</li> <li>• motor vehicle theft; and</li> <li>• other theft.</li> </ul>
Crimes against the person	Total reported crimes against person, including: <ul style="list-style-type: none"> <li>• murder;</li> <li>• attempted murder;</li> <li>• manslaughter;</li> <li>• assault;</li> <li>• kidnapping/abduction;</li> <li>• armed robbery;</li> <li>• unarmed robbery;</li> </ul>

(Continued on next page)

Table 8.20 (Continued)

<i>Term</i>	<i>Definition</i>
Deaths in police custody and custody related incidents	<ul style="list-style-type: none"> <li>• sexual assault; and</li> <li>• blackmail/extortion.</li> </ul> <p>At least one of the following deaths: death of a person who was in police custody; death caused or contributed to by traumatic injuries while in custody; death of a person who was fatally injured when police officers attempted to detain that person; and/or death of a person who was fatally injured when escaping or attempting to escape from police custody.</p>
Depreciation	Where possible, based on current asset valuation.
Driving causing death	The unlawful killing of another person, without intent to kill, as a result of culpable, dangerous, reckless or negligent driving.
Executive full time equivalent staff	Number of executive full time equivalent staff, including civilian senior executive service and sworn (chief superintendent to assistant commissioner) staff.
Full time equivalent (FTE)	The equivalent number of full time staff required to provide the same hours of work as performed by staff actually employed. A full time staff member is equivalent to a full time equivalent of one, while a part time staff member is greater than zero but less than one.
Indigenous full time equivalent staff	Number of full time equivalent staff who are identified as being of Aboriginal or Torres Strait Islander descent.
Management full time equivalent staff	Number of management full time equivalent staff, including civilian (managers) and sworn (inspector to superintendent) staff.
Motor vehicle theft	The taking of another person's motor vehicle illegally and without permission.
Murder	The wilful killing of a person either intentionally or with reckless indifference to life.
Non-Indigenous full time equivalent staff	Number of full time equivalent staff who do not satisfy the Indigenous staff criteria.
Non-operational full time equivalent staff	Any person who does not satisfy the operational staff criteria, including functional support staff only. Functional support full time equivalent staff includes any person (sworn or unsworn) not satisfying the <i>operational</i> or <i>operational support</i> staff criteria (for example, finance, policy, research, personnel services, building and property services, transport services, and management above the level of station and shift supervisors).
Operational full time equivalent staff	<p>Any person (sworn or unsworn) who delivers a police or police related service to an external customer directly (where an external customer refers to members of the public, other government departments, courts and the government). This category includes both operational staff and operational support staff serving in a unit:</p> <ul style="list-style-type: none"> <li>• operational full time equivalent staff include patrols, beat officers, detectives, traffic, Special Operation Group, community policing and station counter staff.</li> <li>• operational support full time equivalent staff are any person (sworn or unsworn) directly supporting the operational provider (the internal customer), including technical staff, legal staff, unsworn staff supporting investigations, communications, records staff, intelligence staff, station and shift supervisors where these persons do not directly provide services to external customers.</li> </ul>

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Table 8.20 (Continued)

<i>Term</i>	<i>Definition</i>
Other recurrent expenditure	Maintenance and working expenses; expenditure incurred by other departments on behalf of police; expenditure on contracted police services; and other recurrent costs not elsewhere classified. Expenditure is disaggregated by service delivery area.
Other staff	All unsworn, non-civilian staff, including all auxiliary police personnel who are neither sworn officers nor strictly civilians because they are authorised to exercise statutory powers normally restricted to sworn officers. This category includes police cadets, police aides and special constables.
Other theft	The taking of another person's property with the intention of depriving the owner of the property illegally and without permission, but without force, threat of force, use of coercive measures, deceit or having gained unlawful entry to any structure even if the intent was to commit theft.
Outcome of investigations	The stage reached by a police investigation after a period of 30 days has elapsed since the recording of the incident.
Practitioner full time equivalent staff	Number of practitioner full time equivalent staff, including civilian (administration) and sworn (constable to senior constable) staff.
Proportion of higher court cases resulting in guilty finding	Total number of higher court cases for which there was a finding of guilty or where the person pleads guilty, as a proportion of the total number of higher court cases. Higher court is either: <ul style="list-style-type: none"> <li>• an intermediate court (known either as the district court or county court) that has legal powers that are intermediate between those of a court of summary jurisdiction (lower level courts) and a supreme court, and deals with the majority of cases involving serious criminal charges; or</li> <li>• a supreme court (a higher court level which deals with the most serious criminal charges and has the greatest legal powers of all the State and Territory court levels) (ABS cat. no. 4513.0).</li> </ul> Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven (ABS cat. no. 4513.0).
Proportion of juvenile diversions	Total number of juvenile offenders who are diverted by police (for example, through the use of cautions, official warnings or other diversionary programs), away from the criminal justice system, as a proportion of the total number of juvenile offenders either diverted from or dealt with by the criminal justice system (that is, those who are either diverted or prosecuted), divided by the total number of juvenile offenders, or the total number of juvenile offenders diverted or dealt with by the criminal justice system.

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Table 8.20 (Continued)

<i>Term</i>	<i>Definition</i>
Proportion of lower court cases resulting in guilty plea	<p>Total number of cases (excluding committal hearings) heard before lower courts of law only, for which there was a plea of guilty, as a proportion of the total number of cases (excluding committal hearings) heard before lower courts of law only.</p> <p>Lower court: a court of summary jurisdiction, or lower court level (commonly referred to as magistrates' court, local court or court of petty sessions), deals with relatively less serious charges and has the most limited legal powers of all State and Territory court levels. Such courts are presided over by a magistrate and have jurisdiction to hear trial and sentence matters relating to summary offences. Under some circumstances, this court level may also deal with the less serious indictable offences known as 'minor indictable' or 'triable either way' offences (ABS cat. no. 4513.0).</p> <p>Plea: a guilty plea is the formal statement by a defendant admitting culpability in relation to a criminal charge. A not guilty plea is the formal statement by a defendant denying culpability in relation to a charge (ABS cat. no. 4513.0).</p> <p>For the purposes of this data collection, a plea of 'not guilty' should also include 'no plea', 'plea reserved' and 'other defended plea'</p> <p>Further, these definitions:</p> <ul style="list-style-type: none"> <li>• exclude preliminary (committal) hearings for indictable offences dealt with by a lower court; and</li> <li>• count cases that involve multiple charges as a 'lower court case resulting in a plea of guilty' if a plea of guilty has resulted for at least one of those charges.</li> </ul>
Real expenditure	Actual expenditure adjusted for changes in prices, using the GDP(E) price deflator, and expressed in terms of final year prices.
Recorded crime	Crimes reported to (or detected), and recorded by police.
Registered vehicles	Total registered motor vehicles, including motorcycles.
Reporting rate	The proportion of crime victims who told police about the last crime incident of which they were the victim, as measured through a crime victimisation survey.
Revenue from own sources	Revenue from activities undertaken by police, including revenue from the sale of stores, plant and vehicles; donations and industry contributions; user charges; and other revenue (excluding fine revenue and revenue from the issuing of firearm licenses). Revenue is disaggregated by service delivery area.
Road deaths	Fatal road injury accidents as defined by the Australian Transport Safety Bureau
Road hospitalisations	Hospitalisation as a result of a motor vehicle accident as defined by the Australian Institute of Health and Welfare.
Robbery	The unlawful taking of property from the immediate possession, control, custody or care of a person, with the intent to permanently deprive the owner of the property accompanied by the use, and/or threatened use of immediate force or violence.

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Table 8.20 (Continued)

<i>Term</i>	<i>Definition</i>
Salaries and payments in the nature of salary	<p>Includes:</p> <ul style="list-style-type: none"> <li>• base salary package;</li> <li>• motor vehicle expenses that are part of employer fringe benefits;</li> <li>• superannuation, early retirement schemes and payments to pension schemes (employer contributions);</li> <li>• workers compensation (full cost) including premiums, levies, bills, legal fees;</li> <li>• higher duty allowances (actual amounts paid);</li> <li>• overtime (actual amounts paid);</li> <li>• actual termination and long service leave;</li> <li>• actual annual leave;</li> <li>• actual sick leave;</li> <li>• actual maternity/paternity leave;</li> <li>• fringe benefits tax paid;</li> <li>• fringe benefits provided (for example, school fee salary sacrifice at cost to the government, car parking, duress alarms, telephone account reimbursements, 'gold passes', other salary sacrifice benefits, frequent flier benefits, overtime meals provided, and any other components that are not part of a salary package); and</li> <li>• payroll tax.</li> </ul> <p>These are disaggregated by service delivery area.</p>
Senior executive full time equivalent staff	Number of senior executive full time equivalent staff, including civilian (top senior executive service) and sworn (commissioner, deputy commissioner and equivalent civilian executives) staff.
Service delivery areas	<p>The core areas of police work. Four service delivery areas are identified for the purposes of this Report:</p> <ul style="list-style-type: none"> <li>• community safety and support;</li> <li>• crime investigation;</li> <li>• road safety and traffic management; and</li> <li>• services to the judicial process.</li> </ul> <p>A fifth service delivery area ('other' or 'other services') was identified to account for those unique functions of jurisdictions that were not directly associated with the aforementioned areas.</p> <p>While this is an attempt to identify common areas of core service delivery, their exact formats do not neatly fit with any jurisdiction or with how the jurisdictions measure or plan for performance.</p>
Sexual assault	Physical contact of a sexual nature directed toward another person where that person does not give consent, that person gives consent as a result of intimidation or fraud, or consent is proscribed (that is, the person is legally deemed incapable of giving consent as a result of youth, temporary/permanent (mental) incapacity or a familial relationship). Includes rape, attempted rape, indecent assault and assault with intent to commit sexual assault. Excludes sexual harassment not leading to assault.
Supervisory full time –equivalent staff	Number of supervisory full time equivalent staff, including civilian (team leaders) and sworn (sergeant to senior sergeant) staff.

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**Table 8.20 (Continued)**

<i>Term</i>	<i>Definition</i>
Sworn staff	Sworn police staff recognised under each jurisdiction's Police Act.
Total capital expenditure	Total expenditure on the purchase of new or second hand capital assets, and expenditure on significant repairs or additions to assets that add to the assets' service potential or service life.
Total expenditure	Total capital expenditure plus total recurrent expenditure (less revenue from own sources).
Total FTE staff	Operational staff and non-operational staff, including full time equivalent staff on paid leave or absence from duty (including secondment and training), as measured using absolute numbers for the whole reporting period.
Total number of staff	Full time equivalent staff directly employed on an annual basis (excluding labour contracted out).
Total recurrent expenditure	Includes: <ul style="list-style-type: none"> <li>• salaries and payments in the nature of salary;</li> <li>• other recurrent expenditure; and</li> <li>• depreciation</li> <li>• less revenue from own sources.</li> </ul>
Unarmed robbery	Robbery conducted without the use (actual or implied) of a weapon.
Unavailable full time equivalent staff	Any full time equivalent category where the individual is on paid leave or absent from duty (including secondment and training), as measured using the average staffing level for the whole reporting period.
Unlawful entry with intent — involving the taking of property	The unlawful entry of a structure with intent to commit an offence resulting in the taking of property from the structure, where the entry is either forced or unforced. Includes burglary and break and enter offences. Excludes trespass or lawful entry with intent.
Unlawful entry with intent — other	The unlawful entry of a structure with intent to commit an offence, but which does not result in the taking of property from the structure, where the entry is either forced or unforced. Excludes trespass or lawful entry with intent.
Value of physical assets — buildings and fittings	The value of buildings and fittings under direct control of police.
Value of physical assets — land	The value of land under direct control of police.
Value of physical assets — other	The value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police.

*Source:* ABS 2001c (for those definitions related to recorded crime).