
5 Police services

This chapter reports on the performance of police services. These services 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 (AFP) under the *Arrangement between the Minister for Justice and Customs of the Commonwealth and the Australian Capital Territory for the provision of police services to the Australian Capital Territory*. The national policing function of the AFP and other national non-police law enforcement bodies (such as the Australian Crime Commission) are not included in the Report.

A profile of the police sector appears in section 5.1. The general approach to performance measurement for police services is outlined in section 5.2. The overarching indicators of police performance are contained in section 5.3, and the specific performance measurement frameworks and data for each service delivery area are discussed in sections 5.4–5.8. Section 5.9 contains information on capital costs in police services and section 5.10 covers future directions in performance reporting. The chapter concludes with jurisdictions' comments (section 5.11), information on sample data (section 5.12) and definitions (section 5.13).

A new performance indicator framework was implemented for the 2005 Report. The new framework emphasises the Review's focus on government service 'outcomes', consistent with the demand by governments for outcome orientated performance information.

The presentation of crime victimisation data (sections 5.1 and 5.4) has changed for the 2005 Report. Information on the level of selected crimes against the person and crimes against property is now sourced from the Australian Bureau of Statistics (ABS) Crime and Safety Survey. In the 2004 Report, the source of data on the level of crime was the ABS Recorded Crime series. The ABS Recorded Crime series is used in the 2005 Report as the source of data on trends in selected crimes against the person, and crimes against property.

It should be noted that the use of the term 'offender' in this chapter refers to a person committing an offence and is not the same as the definition used in chapter 7 ('Corrective services'), where the term 'offender' refers to a person who is undertaking a community corrections sentence.

Supporting tables

Supporting tables for chapter 5 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel format as \Publications\Reports\2005\Attach5A.xls and in Adobe PDF format as \Publications\Reports\2005\Attach5A.pdf.

Supporting tables are identified in references throughout this chapter by an 'A' suffix (for example, table 5A.3 is table 3 in the electronic files). These files can be found on the Review web page (www.pc.gov.au/gsp). Users without Internet access can contact the Secretariat to obtain these tables (see details on the inside front cover of the Report).

5.1 Profile of police services

Service overview

Police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community through crime responses, the investigation of offences, the 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 effects of criminal activity. They 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 (CJC 1996).

Roles and responsibilities

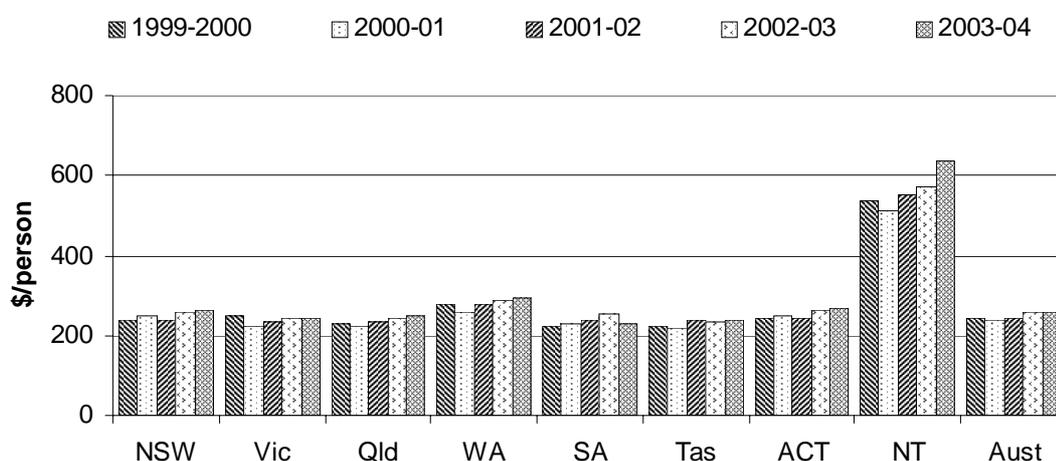
Policing services are predominantly the responsibility of State and Territory government agencies. The AFP provides a community policing service in the ACT through a strategic partnership with the ACT Government, underpinned by a detailed purchaser/provider agreement. The Australian Government is responsible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

While each jurisdiction's police service is autonomous, there is significant cooperation across jurisdictions under the auspices of the Australasian Police Ministers' Council. 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 (ACPR).

Expenditure

Funding for police services comes almost exclusively from State and Territory government budgets, with some limited specific purpose Australian Government grants. Real recurrent expenditure (less revenue from own sources and payroll tax) on police services across Australia was approximately \$5.2 billion (or \$259 per person) in 2003-04 (table 5A.11). All jurisdictions, except SA, increased their real expenditure over the past 12 months, with expenditure varying from \$637 per person in the NT to \$230 per person in SA (figure 5.1).

Figure 5.1 **Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2003-04 dollars)^{a, b, c, d}**



^a 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. ^b Excludes the user cost of capital. ^c As a result of a comprehensive review of enabling costs applicable to ACT policing in 2000-01, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that data relating to staffing and expenditure from 2000-01 are not directly comparable to data before 2000-01. ^d Real expenditure based on the ABS gross domestic product price deflator (2003-04 = 100) (table A.26).

Source: State and Territory governments (unpublished); table 5A.11.

Variations in policies, socioeconomic factors and geographic/demographic characteristics have an impact on expenditure for police services in each jurisdiction. The scope of activities undertaken by police services also varies across jurisdictions. Tables 5A.1–5A.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 1999-2000 to 2003-04.

Expenditure breakdown, by key service delivery area

In this chapter, police outputs/programs are disaggregated into four service delivery areas (SDAs). A fifth area ('other services') has been identified to account for expenditure on unique functions that are not included in the SDAs. For this Report, all jurisdictions except Tasmania were able to provide expenditure by SDA.

Care needs to be taken when comparing results across jurisdictions, because expenditure data on each SDA are not fully comparable. (Further information is included in section 5.2, and the outputs/programs undertaken within each SDA are listed in table 5A.10 by jurisdiction.) Differences in counting rules exist across jurisdictions, reflecting the differing mix of activities undertaken within each of the common SDAs. As well, the activity survey data that provide the relative breakdown of expenditure rely on snapshot data for most jurisdictions, and may not accurately reflect the peaks and troughs in expenditure throughout the year. The reliability and representativeness of survey data will continue to improve as more surveys are conducted.

Community safety and support accounted for the largest component (46.3 per cent) of expenditure on police services in 2003-04, for those jurisdictions that provided data. Across jurisdictions, the proportion of expenditure on community safety and support was highest in the ACT (65.8 per cent) and lowest in Queensland (33.8 per cent) (figure 5.2).

Expenditure on crime investigation accounted for the second largest component (30.1 per cent) of expenditure in 2003-04. Across jurisdictions, the proportion of total expenditure on crime investigation was highest in Queensland (46 per cent) and lowest in WA (19.2 per cent) (figure 5.2).

More detail on expenditure by SDA is provided in tables 5A.12–5A15.

Figure 5.2 **Recurrent expenditure (less revenue from own sources and payroll tax) on police services, by service delivery area, 2003-04^{a, b, c, d}**



Ave = the weighted average of those jurisdictions that provided data. ^a 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 mix of activities undertaken within each of the common SDAs. ^b 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. ^c For Queensland, expenditure data for services to the judicial process are unavailable. ^d Expenditure data for Tasmania could not be disaggregated by SDA.

Source: State and Territory governments (unpublished); table 5A.15.

Size and scope of sector

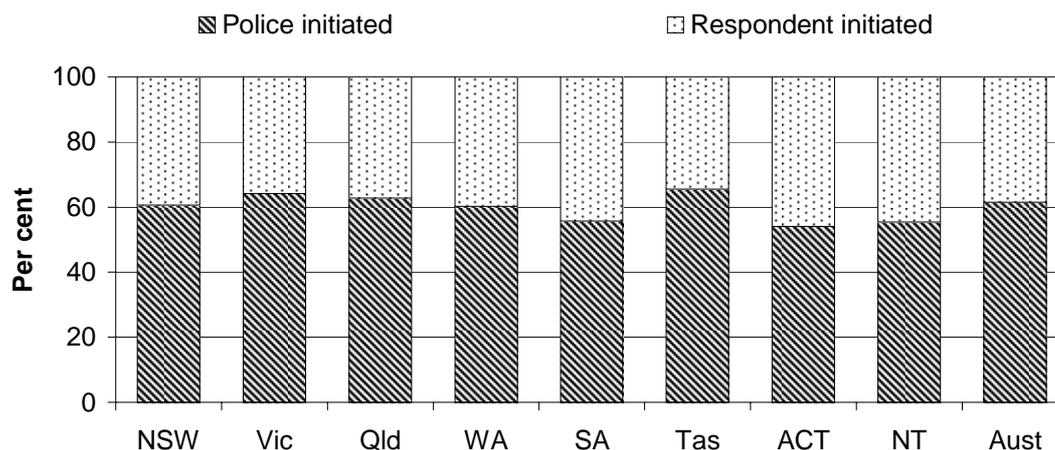
Client groups

Broadly, the whole community is a ‘client’ of the police. Police services aim to provide individuals 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)
- those requiring police services for non-crime-related matters.

The ACPR *National Survey of Community Satisfaction with Policing* (NSCSP) indicated that 53 per cent of respondents nationally in 2003-04 had experienced some form of contact with police in the previous 12 months (table 5A.25). Police had initiated contact in the majority of cases (61.5 per cent) (figure 5.3).

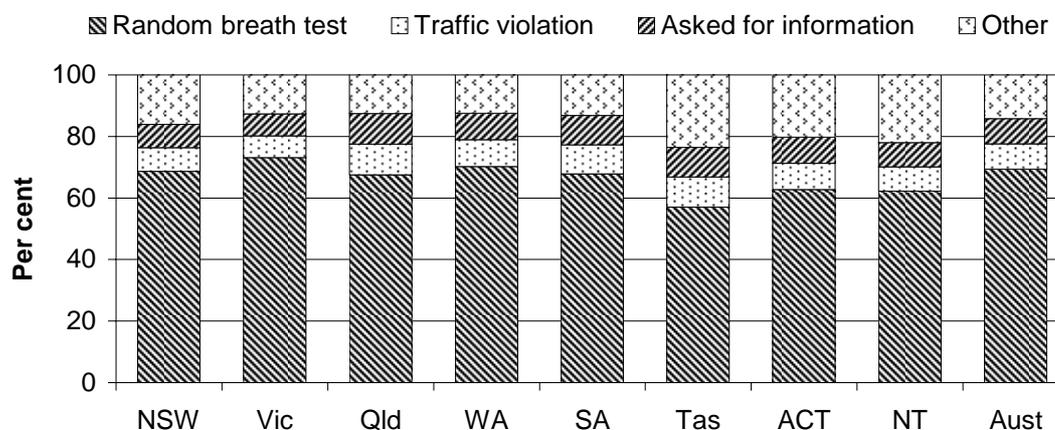
Figure 5.3 **Most recent police contact, by initiation, 2003-04**



Source: ACPR (unpublished); table 5A.25.

The main reasons for police initiated contact were to undertake random breath testing (69.4 per cent of contacts), pursue traffic violations (8.2 per cent) or ask for information (7.3 per cent) (figure 5.4).

Figure 5.4 **Most frequent reasons for police contacting respondent in most recent contact, 2003-04^a**

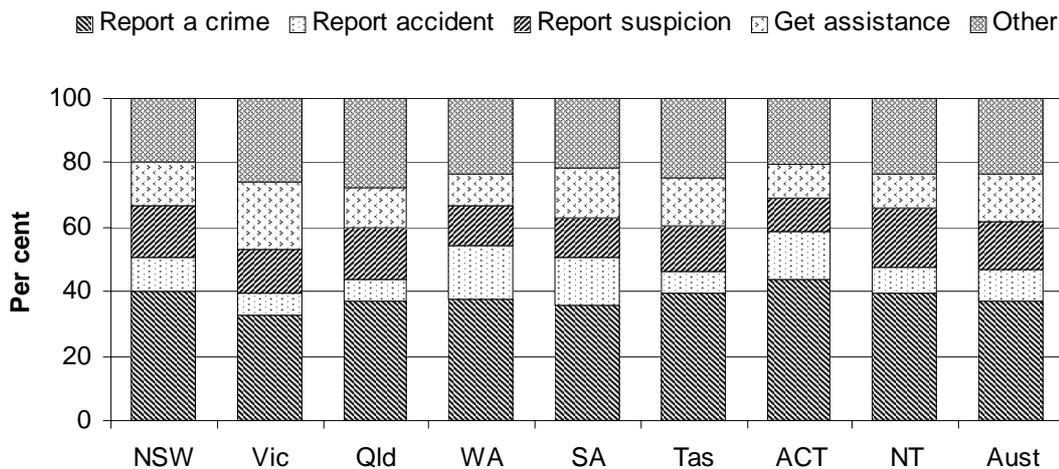


^a 'Other' includes traffic accident, noise/disturbance, arrested, informal contact, no response (refused) and other (not specified).

Source: ACPR (unpublished); table 5A.28.

Nationally, the respondent had initiated the most recent contact with police in 38.5 per cent of contacts (table 5A.25). Respondent initiated contacts were mainly to report a crime (37.3 per cent), get assistance (15.1 per cent), report a suspicion (14.4 per cent), report a traffic accident (9.9 per cent) or 'other' (13.3 per cent) (figure 5.5).

Figure 5.5 Most frequent reasons for respondent contacting police in most recent contact, 2003-04^a



^a 'Other' includes give other information, neighbourhood watch, lost/found property, no response (refused) and other (not specified).

Source: ACPR (unpublished); table 5A.27.

Victims of crime in Australia

Two ABS collections are used as the source of crime victimisation data in this Report: the Crime and Safety Survey, and the Recorded Crime collection.

Crime and Safety Survey

The Crime and Safety Survey is a regular national survey that was run in 1983, 1993, 1998 and 2002, and is expected to be conducted three yearly in the future. Information is collected from individuals and households, and focuses on those categories of more serious crime that affect the largest number of people.

The survey provides information on the levels of both reported and unreported victimisation in the Australian community for personal and household crimes:

- Personal crimes include robbery, assault and sexual assault.
- Household crimes include break-in, attempted break-in and motor vehicle theft.

Recorded Crime in Australia

The Recorded Crime collection provides details of selected crimes reported to, or detected by, police, whose details are subsequently recorded on police administrative systems. Data are reported on recorded crimes against people and property:

- Crimes against people 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.

Crime and Safety Survey data are considered to be more comparable data across jurisdictions than the Recorded Crime collection, given differences in the way in which recorded crime data are compiled (box 5.1). However, both victimisation survey data and police recorded crime data contribute to informing users about the nature and extent of crime victimisation. While neither administrative statistics nor victimisation surveys alone can provide comprehensive information about crime, each is useful for addressing specific issues (which are discussed in more detail in ABS [2004a]).

This chapter reports the *level of crime* using the more comparable Crime and Safety Survey data, and the *annual trends* using the more timely Recorded Crime data.

Box 5.1 ABS crime victimisation statistics

The ABS maintains national collections on crime victimisation sourced from two different areas: administrative records obtained from State and Territory police agencies, and victimisation data obtained through surveys of individuals in the Australian community. In some instances, the results may provide a different picture of crime in the community, with administrative data indicating a trend in one direction and personal experience indicating the opposite.

(Continued on next page)

Box 5.1 (Continued)

The full extent of crime is unlikely to ever be captured — for example, recorded crime data on crimes against people and property understate the true level of crime in Australia as a result of the behaviour of victims and the limitations of the data. Data relate to recorded crimes, but not all offences are reported to, or become known by, police. The victim's confidence in the judicial process, the nature of the offence, and the relationship between the victim and perpetrator are among the key factors that influence the propensity to report an offence. Similarly, with survey data, it may be difficult to obtain information about some crimes such as sexual assault and assaults that have been committed by the members of the same household.

Comparing recorded crime statistics across jurisdictions

Recorded crime statistics are based on national standards and classifications, but care needs to be taken when directly comparing these statistics across states and territories, given the different practices of agencies supplying the relevant data. Information recorded by police agencies may vary across states and territories as a result of legislation, recording systems and recording practices, for example. The ABS is undertaking a project to investigate the differences in recorded crime statistics across State and Territory police agencies.

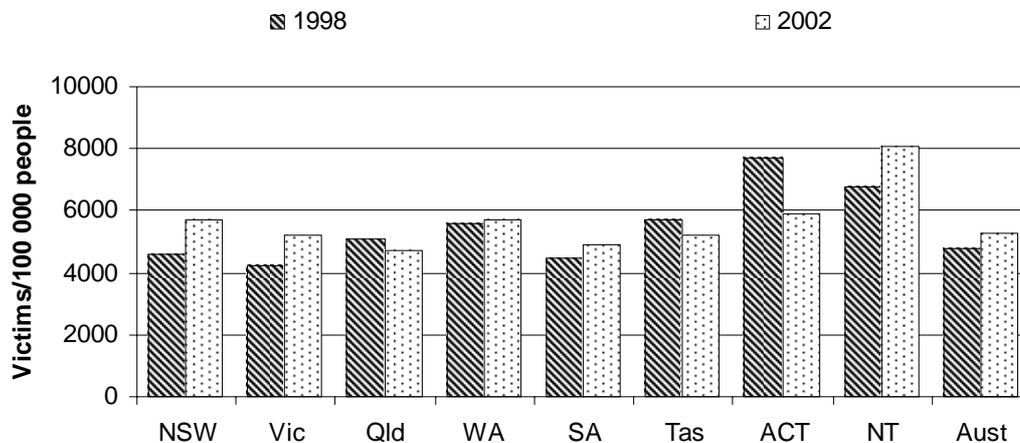
Comparing recorded crime statistics with jurisdiction-specific data

Care needs to be taken if attempting to compare 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 State and Territory data 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.

Rate of crime victimisation in Australia

Expressed as a rate, there were 5300 victims of personal crime per 100 000 people in Australia in 2002, up from 4800 in 1998 (when the last survey was undertaken). The rate in 2002 varied across jurisdictions, from 8100 per 100 000 people in the NT to 4700 per 100 000 people in Queensland. When compared with the results in the previous survey, the rate increased in all jurisdictions except Queensland, Tasmania and the ACT, where the number of victims per 100 000 declined (figure 5.6).

Figure 5.6 Estimated victims of personal crime^{a, b}

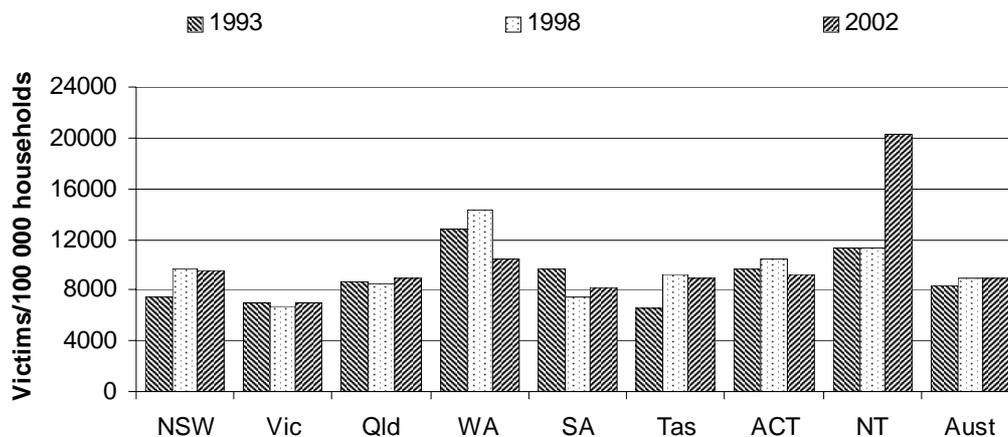


^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type. ^b Includes robbery, assault and sexual assault.

Source: ABS (various years), Cat. no. 4509.0; table 5A.52.

There were 8900 household victims of crime per 100 000 households in Australia in 2002, down from 9000 in 1998, when the previous survey was held (table 5A.53). Across jurisdictions, the rate ranged from 20 300 per 100 000 households in the NT to 7000 per 100 000 households in Victoria. When compared with the previous survey, the rate declined in all jurisdictions except Victoria, Queensland, SA and the NT (figure 5.7).

Figure 5.7 Estimated household victims of crime^{a, b}



^a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type. ^b Includes break-in, attempted break-in and motor vehicle theft.

Source: ABS (various years), Cat. no. 4509.0; table 5A.52.

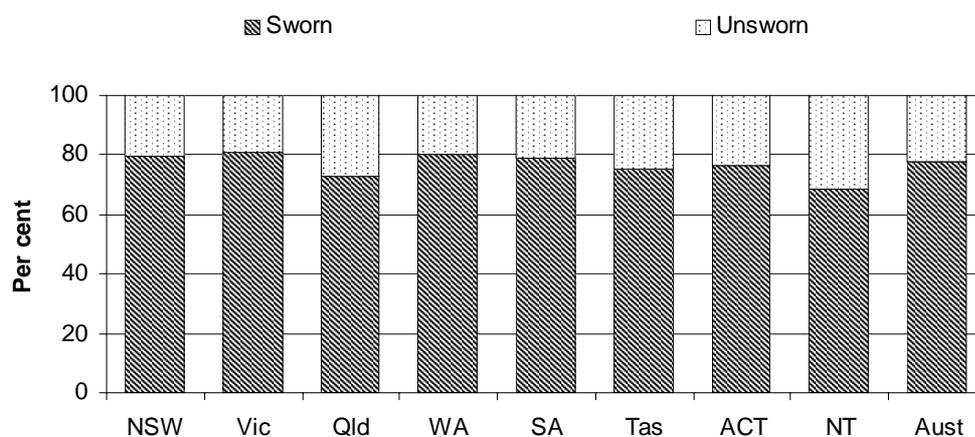
Staffing

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 unsworn officers (or contracted external providers) in some activities. ‘Civilianisation’ of police services has three key objectives:

- to reduce costs
- to more effectively manage the increasing need for specialist skills
- to reduce the involvement of sworn staff in duties that do not require police powers (for example, administrative work, investigation support and intelligence analysis).

Total police staffing in Australia was 57 626 (or 289 staff per 100 000 people) in 2003-04 (table 5A.16). Nationally, staffing comprised 226 sworn police officers and 64 unsworn employees per 100 000 people in 2003-04. Across jurisdictions, total staffing ranged from 624 staff per 100 000 people in the NT to 251 per 100 000 in the ACT. Between 1999-2000 and 2003-04, the number of police staff increased overall in all jurisdictions. Over the five year period, the national level of sworn police staff rose by 12 staff members per 100 000 people, and the number of unsworn staff rose by 18 per 100 000 (table 5A.16). In 2003-04, the proportion of total sworn staff was 78.0 per cent nationally, ranging across jurisdictions from 80.7 per cent in Victoria to 68.3 per cent in the NT (figure 5.8).

Figure 5.8 Police staff by, sworn/unsworn status, 2003-04^{a, b, c}



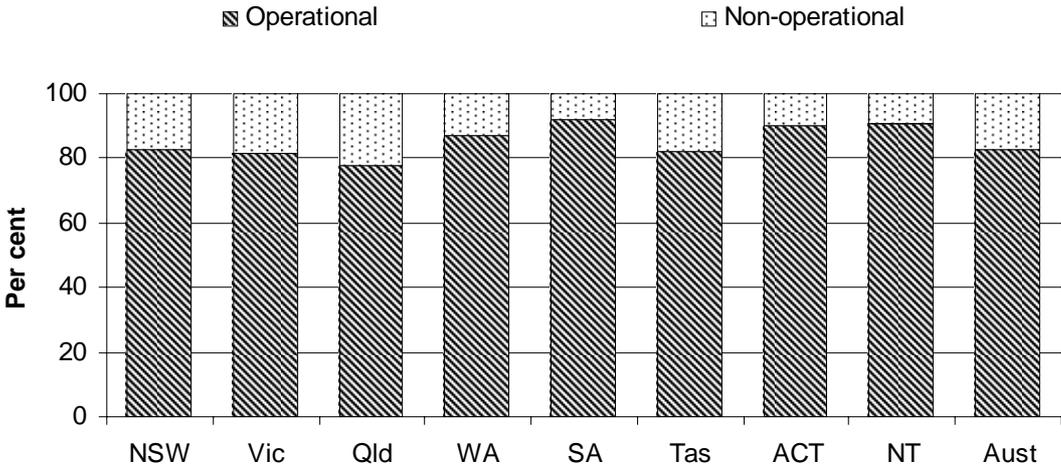
^a Comprises all full time equivalent (FTE) staff. ^b NSW data for 2003-04 are based on a head count at 30 June 2004 and are not FTE data. ^c For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 5A.16.

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 82.9 per cent of staff were operational in Australia in 2003-04. Across jurisdictions, the proportion ranged from 91.9 per cent in SA to 78.1 per cent in Queensland (figure 5.9). Care needs to be taken when interpreting these results within and across jurisdictions, because the data for earlier years may not be strictly comparable as a result of changes in definitions or methods used to compile the data.

Police staff can also be categorised according to their classification level. Nationally in 2003-04, the majority of police staff (75.1 per cent) were concentrated at the practitioner level (comprising sworn staff from constable to senior constable, and their unsworn equivalents). Across jurisdictions, this proportion ranged from 78.2 per cent in Tasmania to 70.1 per cent in Queensland (figure 5.10). Further details are contained in tables 5A.18–5A.22.

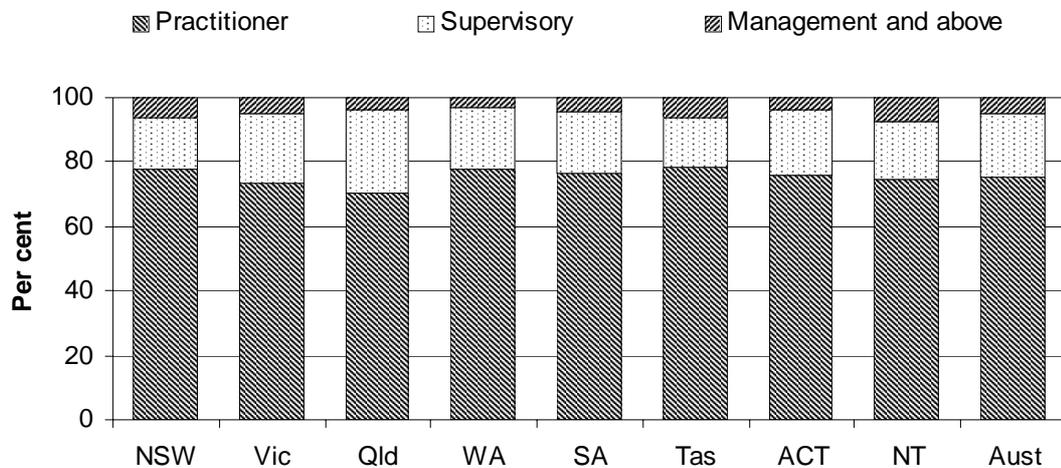
Figure 5.9 Police staff, by operational status, 2003-04^{a, b, c}



^a Comprises FTE staff. ^b NSW data for 2003-04 are based on a head count at 30 June 2004 and are not FTE data. ^c For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 5A.17.

Figure 5.10 Police staff, by classification, 2003-04^{a, b, c, d, e, f}



^a Comprises FTE staff except for NSW, which uses a head count at 30 June 2004. ^b The practitioner category comprises civilian administration staff and sworn staff (from constable to senior constable). ^c The supervisory category comprises civilian team leaders and sworn staff (from sergeant to senior sergeant). ^d The management and above category 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). ^e For WA, the data exclude recruits in training. ^f In the NT, small units and remote stations are staffed at sergeant level.

Source: State and Territory governments (unpublished); table 5A.22.

5.2 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. The Review identified four objectives (and associated SDAs) for the purposes of this Report (box 5.2). The individual outputs/programs that are linked to the SDAs are contained in table 5A.10. For some jurisdictions, one output/program may be relevant for more than one SDA, so those jurisdictions may choose to disaggregate that output/program according to the data relevant to each SDA.

Box 5.2 Objectives for police services

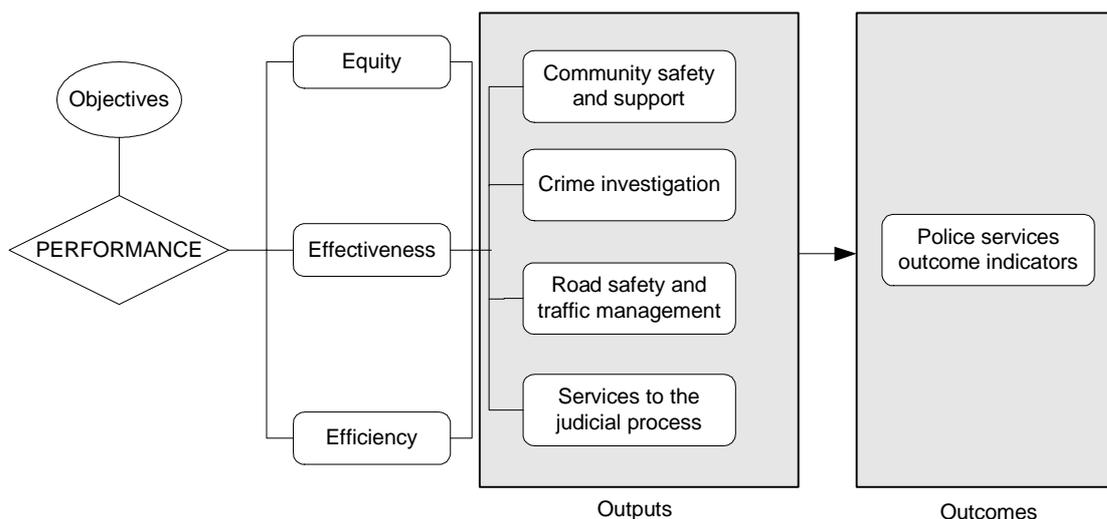
The key objectives for police services (and associated SDAs) are:

- to allow people to undertake their lawful pursuits confidently and safely (through activities associated with *community safety and support*)
- to bring to justice those people 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*)
- 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.

A new framework was implemented (figure 5.11) in the 2005 Report consistent with the new Review framework (see chapter 1). The reported results need to be considered in conjunction with the data on demographic and geographic differences (see appendix A) and with other available information on jurisdiction-specific characteristics.

Figure 5.11 General performance framework for the police services sector



National Survey of Community Satisfaction with Policing

The 2005 Report uses data from the NSCSP, which collects information on community perceptions of police in terms of services provided and personal experiences of contact with the police. It also elicits public perceptions of personal safety and problems in the community and local area.

Care needs to be taken in interpreting any survey data. The statistical reliability of survey data is highly dependent on the key elements of the survey method, including the survey instrument, the collection method and the sample size and design. Attitudinal data, in particular, may be influenced in the short term by rare, but significantly adverse or highly publicised events (such as a mass murder or a police corruption incident). Point-in-time responses may thus vary from people's true underlying (or longer term) satisfaction with police and perceptions of safety and crime levels.

Direct comparison of 2001-02 data with later survey data needs to recognise that:

- the 2001-02 survey data are based on a sample with a minimum age of 18 years, whereas later survey data are based on a sample with a minimum age of 15 years
- the 2001-02 survey data contain some minor weighting errors.

5.3 Indicators relevant to all service delivery areas

The four SDAs in 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. These indicators include 'satisfaction with police services', 'perceptions of police integrity', 'complaints', 'Indigenous staffing' and 'police staff by gender' and access and equity considerations. This section provides information from the NSCSP and the State and Territory governments on these overarching indicators of police performance.

Satisfaction with police services

Client satisfaction is a widely accepted measure of service quality (box 5.3).

Box 5.3 Satisfaction with police services

'Satisfaction with police services' is included as an outcome indicator of governments' objective for police to perform their duties in a professional manner.

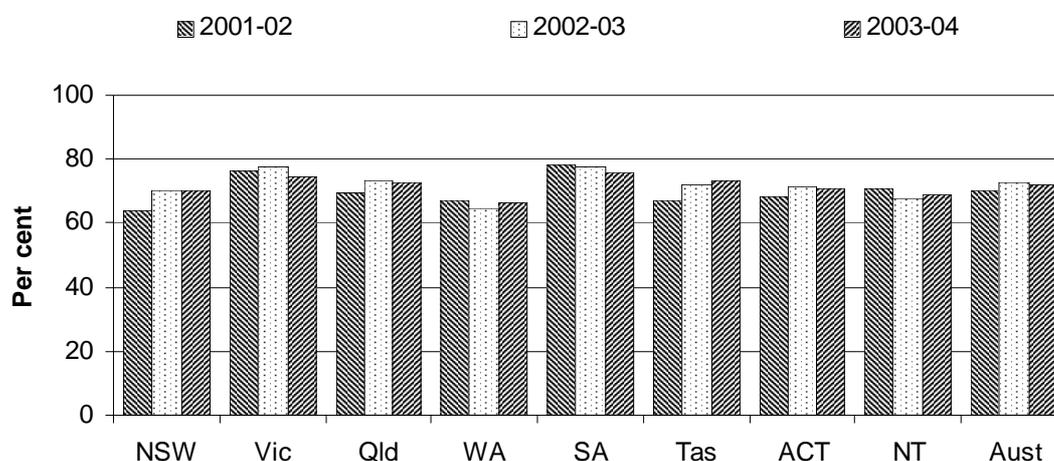
The indicator is defined as the proportion of people who were 'satisfied' or 'very satisfied' with police services.

A higher proportion of people who were 'satisfied' or 'very satisfied' is more desirable.

Public perceptions may not reflect actual levels of police performance, however, because many factors — including individual experiences, hearsay and media reporting — may influence people's satisfaction with police services.

Nationally, the majority of people surveyed (71.8 per cent) were 'satisfied' or 'very satisfied' with the services provided by police in 2003-04 (down from 72.7 per cent in 2002-03). Across jurisdictions, this proportion varied from 75.7 per cent in SA to 66.2 per cent in WA. Satisfaction levels increased in NSW, WA, Tasmania and the NT over the past 12 months, and declined in every other jurisdiction (figure 5.12).

Figure 5.12 People who were 'satisfied' or 'very satisfied' with police services^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.23.

The Likert Summation Index (LSI) — which provides a statistical measure of centrality for assessing the general (or 'average') level of community perceptions — is also useful for comparative purposes. The method and limitations of the LSI are discussed in box 5.4. An LSI of 5.00 would indicate that all respondents were 'very

satisfied', while an LSI of 1.00 would indicate that all respondents were 'very dissatisfied'. An LSI of 3.86 indicates that respondents were 'satisfied' on average.

Across Australia, the LSI for the responses to the question 'how satisfied are you in general with the services provided by the police?' was 3.86 in 2003-04 (down from 3.90 in 2002-03) on a scale of 1.00 to 5.00 (table 5A.23). Across jurisdictions, the LSI in 2003-04 varied from 3.93 in SA to 3.73 in WA (figure 5.13).

Box 5.4 Likert Summation Index

The LSI is a method for aggregating responses to obtain one measure of the general (or 'average') perceptions of respondents to Likert-type survey questions.

Example — General satisfaction with police services

On the following scale, how satisfied are you with services provided by the police?

Very satisfied = 5; Satisfied = 4; Neither = 3; Dissatisfied = 2; Very dissatisfied = 1

The responses are summarised below:

Category	Weight (A)	Responses	
		Actual (B)	Weighted (A×B)
Very Satisfied	5	950	4 750
Satisfied	4	2 500	10 000
Neither	3	1 250	3 750
Dissatisfied	2	400	800
Very Dissatisfied	1	250	250
Total		5 350	19 550

Each response category is allocated a weight between 1 and 5 (A). The actual responses (B) are multiplied by this weight to provide weighted responses (A×B). For example, five times 950 equals 4750. The sum of the weighted responses is divided by the sum of the actual responses:

$$L = \frac{\sum_{i=1}^n w_i R_i}{\sum_{i=1}^n R_i} = \frac{(5 \times 950) + (4 \times 2500) + (3 \times 1250) + (2 \times 400) + (1 \times 250)}{950 + 2500 + 1250 + 400 + 250} = \frac{19\,550}{5\,350} = 3.65$$

where: L = Likert Summation Index
 R_i = the responses for answer category i
 w_i = the score for answer category i
n = the number of response categories

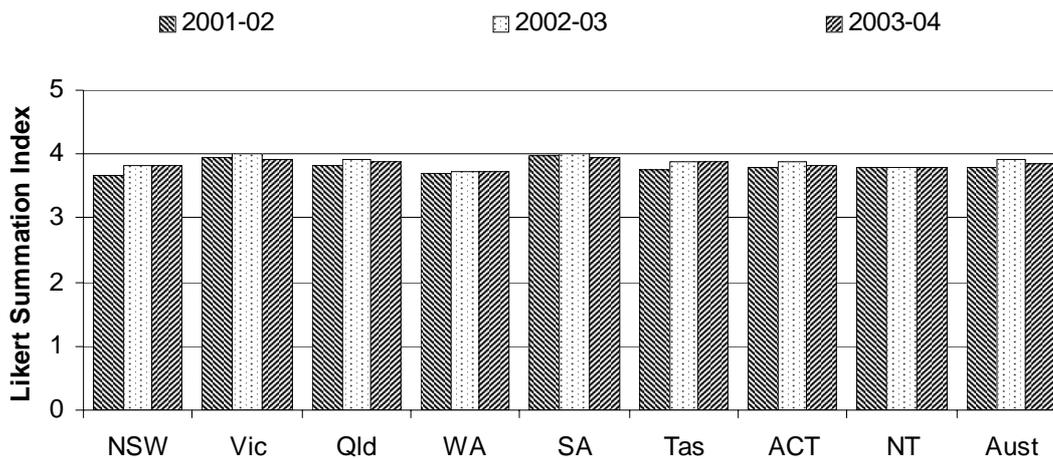
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Box 5.4 (Continued)

Care needs to be taken in interpreting the LSI because although it provides a useful tool for making inferences about aggregate population attitudes/perceptions, it is based on a number of simplifying assumptions. Likert scale questions such as that used in the above example provide ordinal data. The LSI method assumes that the underlying data are inherently 'interval' in nature. This assumption — which is not universally accepted in the literature — is closely linked to the design and implementation of the survey instrument.

Further, the LSI is a measure of centrality and does not explicitly highlight outliers — for example, those very dissatisfied with police services — who may be an important focus of police policy. For these reasons, the LSI should be interpreted in conjunction with related frequency data.

Figure 5.13 General satisfaction with police services^{a, b}

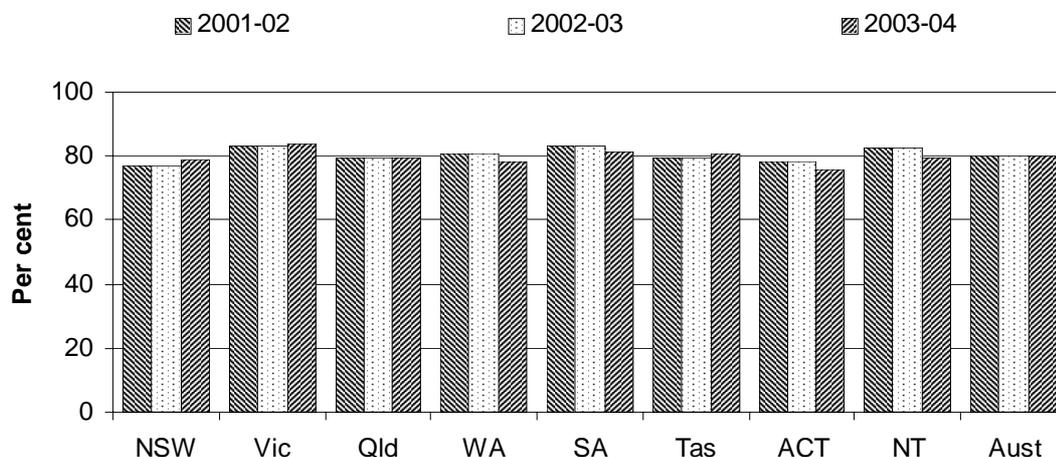


^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.23.

Nationally, of those respondents who had contact with police in 2003-04, 80.4 per cent were 'satisfied' or 'very satisfied' with the service they received during their most recent contact (down from 81.5 per cent in 2002-03). Across jurisdictions, this proportion ranged from 83.7 per cent in Victoria to 76.0 per cent in the ACT (figure 5.14).

Figure 5.14 People who were 'satisfied' or 'very satisfied' with police in their most recent contact^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

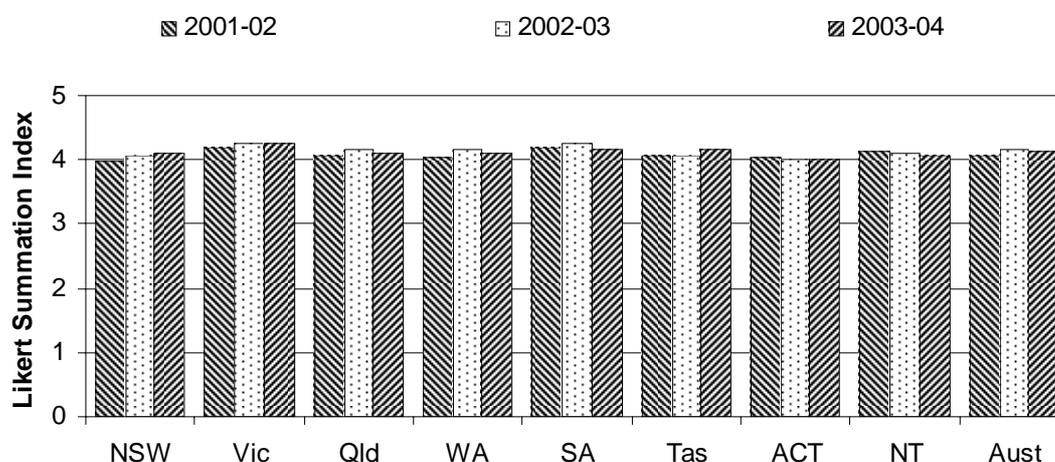
Source: ACPR (unpublished); table 5A.29.

The national LSI in 2003-04 for the responses to the question 'how satisfied were you with the service you received during your most recent contact with police?' was 4.14 on a scale of 1.00 to 5.00 (down from 4.16 in 2002-03) (table 5A.29). An LSI of 4.14 indicates that respondents were 'satisfied' on average. Across jurisdictions, the LSI varied from 4.25 in Victoria to 4.00 in the ACT (figure 5.15).

Nationally, the most common reasons in 2003-04 for satisfaction with people's most recent police contact (table 5A.30) were that police:

- 'were prompt', 'handled the matter well', 'took appropriate action' and 'were efficient' (38.2 per cent of people who were satisfied with their most recent contact)
- 'were approachable/friendly', 'were helpful' and 'were courteous' (31.6 per cent of people who were satisfied with their most recent contact)
- 'were professional/fair' (13.0 per cent of people who were satisfied with their most recent contact).

Figure 5.15 **General satisfaction with police in most recent contact^{a, b}**



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.29.

Nationally, the most common reasons in 2003-04 for dissatisfaction with people’s most recent police contact (table 5A.30) were that police:

- ‘took no action’, ‘did not keep the respondent informed’, ‘made a false accusation’, ‘communicated poorly’ or ‘showed no interest’ (35.8 per cent of people who were dissatisfied with their most recent contact)
- ‘left respondent waiting’, ‘were unfriendly/impolite’ or ‘were unhelpful’ (22.6 per cent of people who were dissatisfied with their most recent contact)
- ‘were unprofessional/unfair’ (9.7 per cent of people who were dissatisfied with their most recent contact).

Perceptions of police integrity

Public ‘perceptions of police integrity’ provide a valuable measure of police professionalism (box 5.5).

Nationally in 2003-04, 65.6 per cent of people ‘agreed’ or ‘strongly agreed’ that police treat people ‘fairly and equally’ (down from 67.8 per cent in 2002-03). Across jurisdictions, this proportion ranged from 69.9 per cent in SA to 61.6 per cent in WA. Compared with 2002-03, the proportion fell in all jurisdictions except WA, which recorded a slight increase (figure 5.16).

Box 5.5 Perceptions of police integrity

'Perceptions of police integrity' is included as an outcome indicator of governments' objective for police to perform their duties with integrity and professionalism.

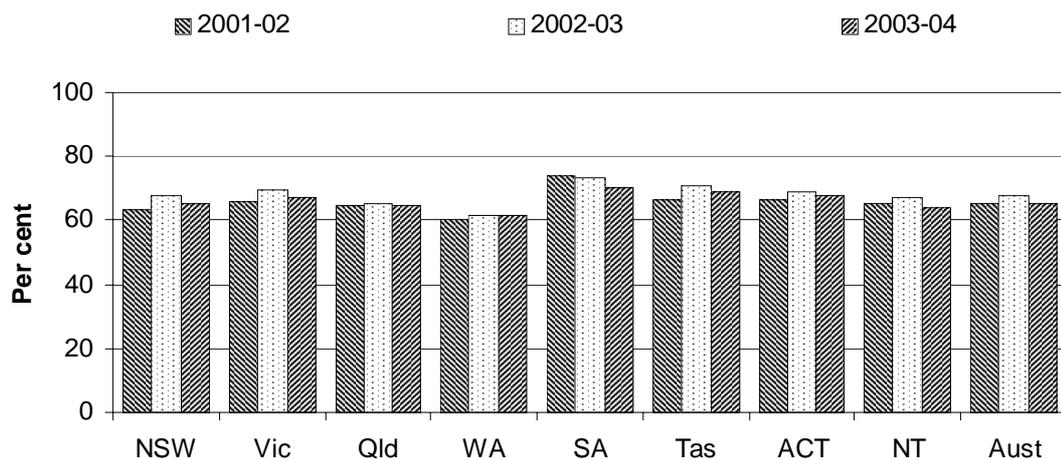
Three measures are reported:

- the proportion of people who 'agreed' or 'strongly agreed' that police treat people fairly and equally
- the proportion of people who 'agreed' or 'strongly agreed' that police perform the job professionally
- the proportion of people who 'agreed' or 'strongly agreed' that most police are honest.

A higher proportion of people who 'agreed' or 'strongly agreed' that police treat people fairly and equally is more desirable. Similarly, a higher proportion of people who 'agreed' or 'strongly agreed' that police perform the job professionally, and a higher proportion of people who 'agreed' or 'strongly agreed' that most police are honest, is also more desirable.

Public perceptions may not reflect actual levels of police integrity, however, because many factors — including individual experiences, hearsay and media reporting — may influence people's perceptions of police integrity.

Figure 5.16 People who 'agreed' or 'strongly agreed' that police treat people fairly and equally^{a, b}

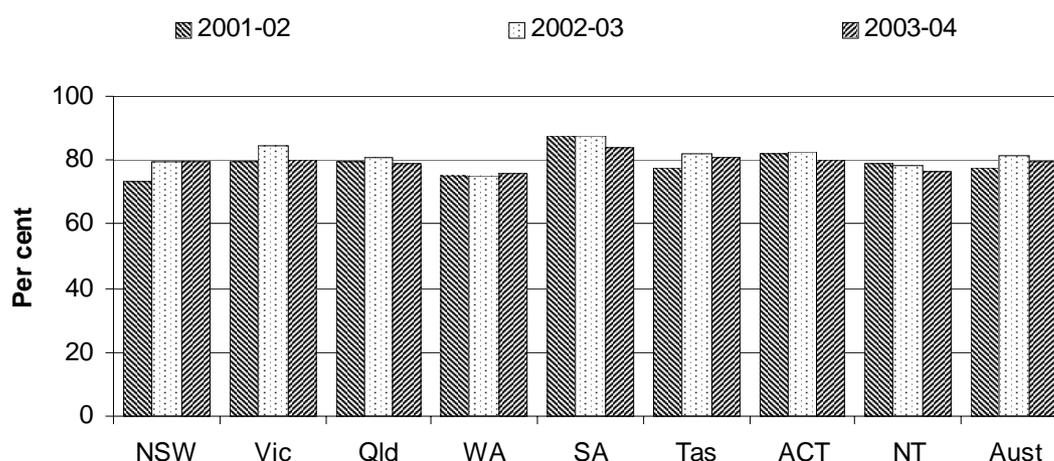


^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.32.

Nationally, 79.4 per cent of people ‘agreed’ or ‘strongly agreed’ in 2003-04 that police perform the job ‘professionally’ (down from 81.2 per cent in 2002-03). Across jurisdictions, the proportion ranged from 83.9 per cent in SA to 75.5 per cent in WA. Compared with 2002-03, the proportion fell in all jurisdictions except WA, which recorded a slight increase (figure 5.17).

Figure 5.17 **People who ‘agreed’ or ‘strongly agreed’ that police perform the job professionally^{a, b}**

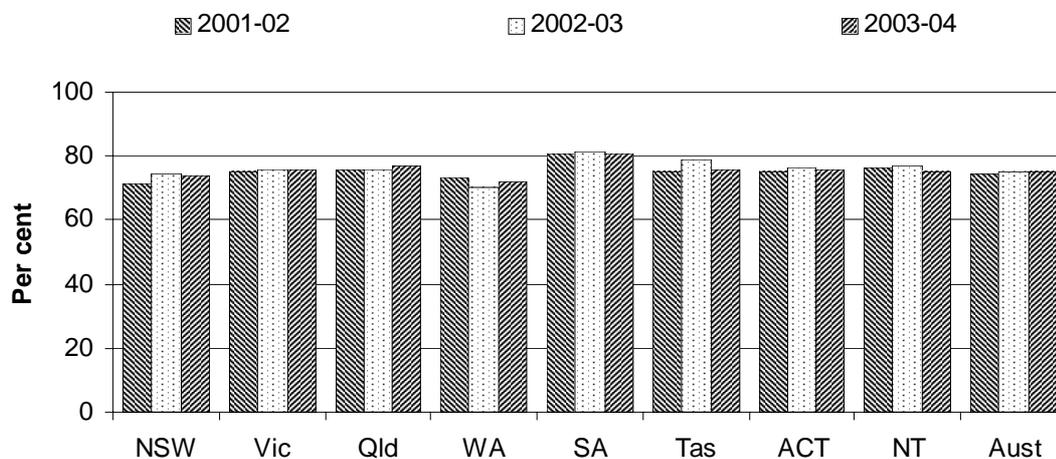


^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.31.

Police integrity is another important measure of police services’ performance. This can be judged to some extent by the public perception of police honesty. Nationally, 75.4 per cent of people ‘agreed’ or ‘strongly agreed’ in 2003-04 that most police are ‘honest’ (unchanged from 2002-03). Across jurisdictions, the proportion ranged from 81.0 per cent in SA to 72.0 per cent in WA. Compared with 2002-03, the proportion fell in all jurisdictions except Queensland and WA, which recorded increases, and Victoria, which showed no change (figure 5.18).

Figure 5.18 **People who ‘agreed’ or ‘strongly agreed’ that most police are honest^{a, b}**



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.33.

Complaints

Police services across Australia continue to encourage and foster a code of customer service that provides for openness and accountability. Complaints made against police increasingly reflect a range of issues relating to service delivery (box 5.6). Complaints of a more serious nature are also overseen by the relevant external review bodies, such as the ombudsman, the director of public prosecutions or integrity boards in each jurisdiction.

Box 5.6 **Complaints**

‘Complaints’ is included as an output indicator of governments’ objective for police to perform their duties in a professional manner.

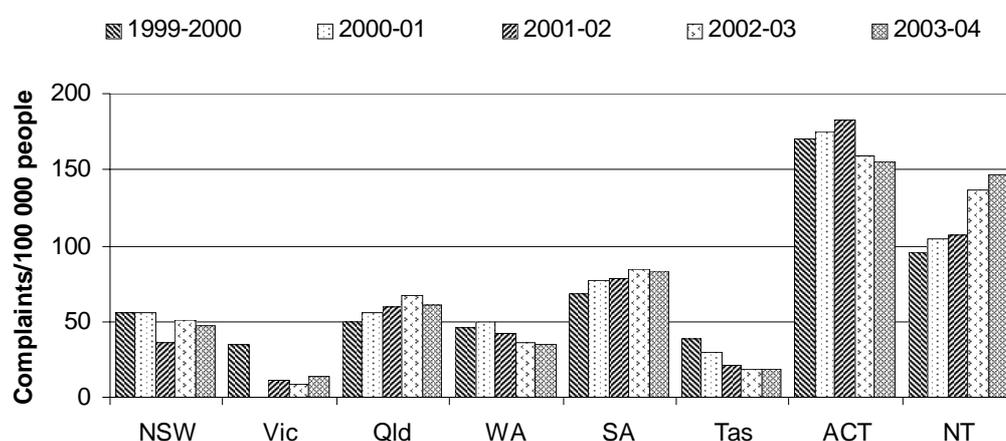
This indicator is defined as the number of complaints per 100 000 people.

A lower rate for complaints is generally more desirable. However, the rate at which complaints are made may also be influenced by the public’s familiarity and confidence with the complaint systems in place, and the effectiveness of the complaints system. This indicator does not provide information on whether complaints made against police were upheld on further investigation.

Complaints data are not comparable across jurisdictions, as a result of different counting rules. Victorian, ACT and NT data, for example, include verbal complaints, which are not counted in other jurisdictions. Complaints data presented in figures 5.19 and 5.20 provide a picture of trends over time for each jurisdiction.

Although there were fluctuations across the years in some jurisdictions, the number of complaints against the police per 100 000 people was on a general downward trend in NSW, Victoria, WA, Tasmania and the ACT over the period 1999-2000 to 2003-04. Queensland, SA and the NT experienced a rise in complaints per 100 000 people over the five years (figure 5.19).

Figure 5.19 **Complaints per 100 000 people^{a, b, c, d}**

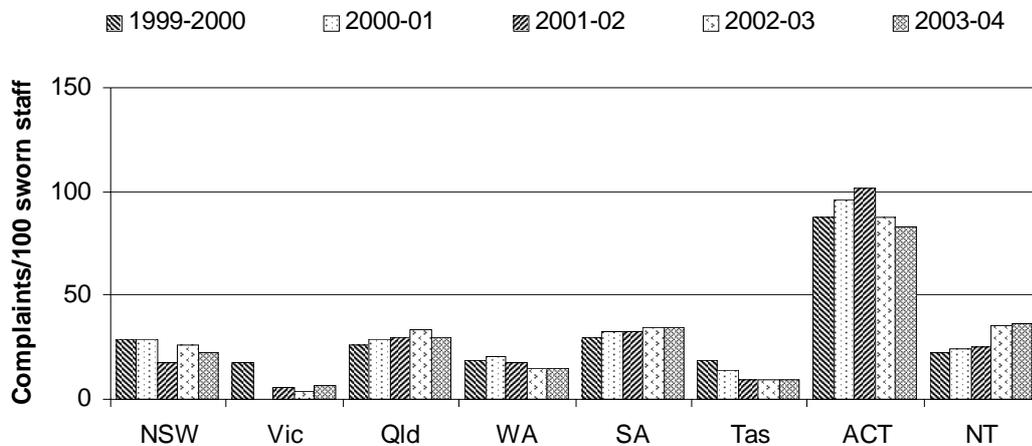


^a Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. ^b Data include verbal complaints in the NT and the ACT. ^c For NSW, a new complaints management system (ca@ts.i) was implemented in 2001-02; figures for 2001-02 include only matters entered into the former Complaints Information System so are incomplete. ^d For WA, complaints data refer to the number of statements of complaints by members of the public regarding police conduct when a person was in police custody or had a voluntary dealing with the police.

Source: State and Territory governments (unpublished); table 5A.35.

Another way of interpreting the complaints data is to consider the number of complaints per 100 sworn police officers in each jurisdiction (figure 5.20). The general trends within jurisdictions over the period 1999-2000 to 2003-04 are broadly similar to those discussed in complaints per 100 000 people.

Figure 5.20 Complaints per 100 sworn police staff^{a, b, c, d}



^a Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. ^b Data include verbal complaints in the NT and the ACT. ^c For NSW, a new complaints management system (ca@ts.i) was implemented in 2001-02; figures for 2001-02 include only matters entered into the former Complaints Information System so are incomplete. ^d For WA, complaints data refer to the number of statements of complaints by members of the public regarding police conduct when a person was in police custody or had a voluntary dealing with the police.

Source: State and Territory governments (unpublished); table 5A.35.

Access and equity — Indigenous staffing

This section focuses on the performance of mainstream services in relation to Indigenous Australians. One indicator of access and equity is ‘Indigenous staffing’ — that is, the proportion of police staff from Indigenous backgrounds relative to the proportion of the general population who are from Indigenous backgrounds (box 5.7).

Box 5.7 Indigenous staffing

‘Indigenous staffing’ is included as an output indicator of governments’ objective to provide police services in an equitable manner. Indigenous people may feel more comfortable in ‘accessing’ police services when they are able to deal with Indigenous police staff.

(Continued on next page)

Box 5.7 (Continued)

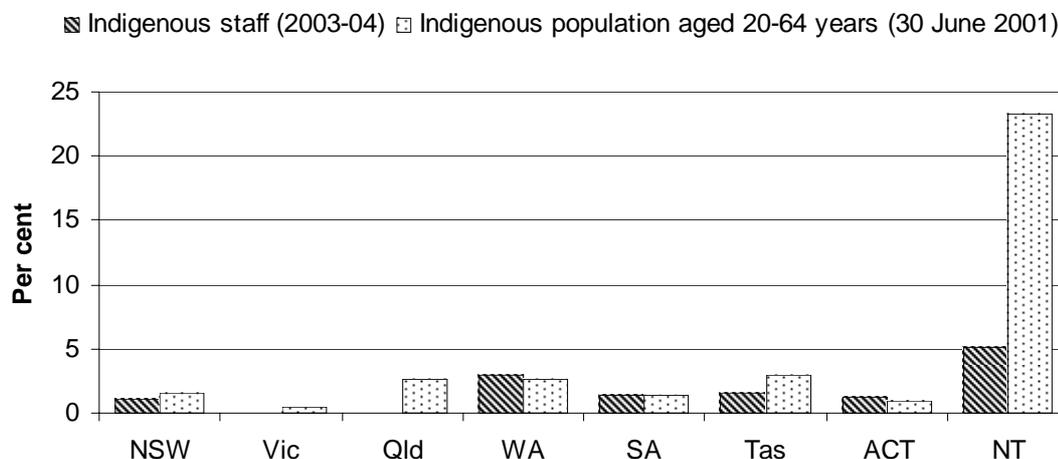
The indicator is defined as the proportion of police staff from Indigenous backgrounds compared to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds. These data are used because a significantly larger proportion of the Indigenous population falls within the younger non-working age groupings compared with the non-Indigenous population. Readily available ABS population estimates for people aged 20–64 years in 30 June 2001 provide a proxy for the estimated working population.

A proportion of police staff from Indigenous backgrounds closer to the proportion of the general population aged 20–64 years who are from Indigenous backgrounds represents a more desirable equity outcome.

In some jurisdictions, the process of identifying Indigenous staff members relies on self-identification. Where 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. More generally, many factors will influence the willingness of the Indigenous population to access police services, including familiarity with procedures for dealing with police, and confidence in the effectiveness of police services. For the purposes of this chapter, an Indigenous person is one who self-identifies as being Aboriginal and/or Torres Strait Islander.

Of the jurisdictions that provided data in 2003-04, the NT had the highest proportion of Indigenous police staff (5.2 per cent), while Victoria had the lowest proportion (0.1 per cent) (table 5A.36). In most jurisdictions, the proportion of Indigenous police staff was broadly in line with the representation of Indigenous people in the population aged 20–64 years. The exception was the NT, where the representation of Indigenous people in police staff was significantly lower than their representation in the general population aged 20–64 years (23.2 per cent) (figure 5.21).

Figure 5.21 **Proportion of Indigenous staff (sworn and unsworn) and Indigenous population aged 20–64 years^{a, b, c}**



^a Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. ^b Information on Indigenous status is collected only at the time of recruitment. ^c Queensland was unable to separate Indigenous and non-Indigenous staff.

Source: ABS, Cat. no. 3201.0, (unpublished); State and Territory governments (unpublished); table 5A.36.

Access and equity — staffing by gender

Another measure of access and equity is the level of (sworn and unsworn) ‘police staff by gender’ (box 5.8). Nationally, 29.5 per cent of police staff were female in 2003-04. Across jurisdictions, this proportion ranged from 33.6 per cent in NSW to 21.4 per cent in WA (figure 5.22). Nationally, the proportion of female police staff increased by 3.6 per cent from 1999-2000 to 2003-04 (from 25.9 per cent to 29.5 per cent of staff).

The proportion of female police staff in all jurisdictions increased over this period. The greatest increase occurred in the ACT (from 24.2 per cent to 31.6 per cent of staff), while the smallest increase was in Tasmania (from 29.6 per cent to 29.9 per cent of staff) (table 5A.37). The change in the ACT needs to be viewed with care, given the introduction of a revised method of collecting data that better identifies those personnel within the AFP involved in providing enabling services (overheads/support services) to ACT policing.

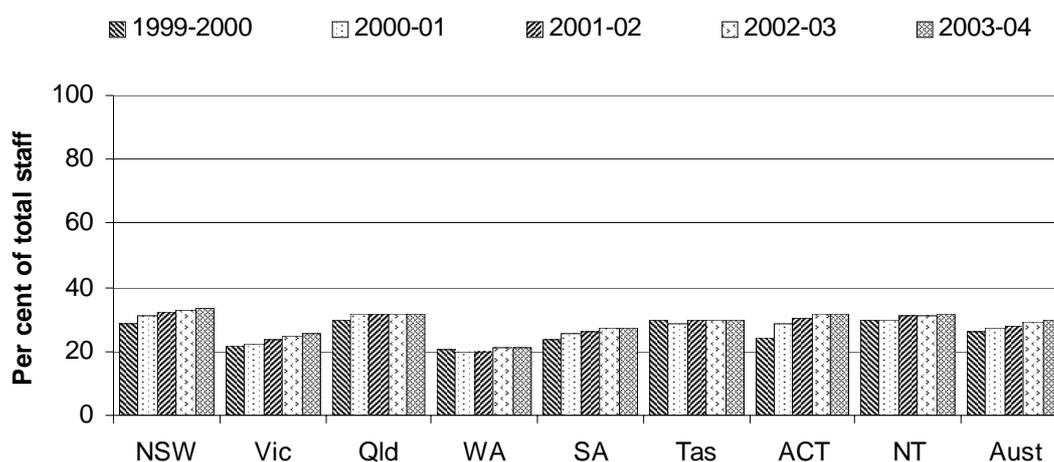
Box 5.8 Access — staffing by gender

'Police staffing by gender' is included as an output indicator of governments' objective to provide police services in an equitable manner. Women may feel more comfortable in 'accessing' police services in certain situations when they are able to deal with female police staff.

The indicator is defined as the number of female police staff (sworn and unsworn) divided by the total number of police staff.

A proportion of female police staff commensurate with the proportion of females in the general population is generally more desirable.

Figure 5.22 Female police staff (sworn and unsworn)^{a, b, c, d}



^a Comprises FTE staff. ^b For NSW, data from 2000-01 are based on a head count at 30 June. ^c For WA, data exclude recruits in training. ^d In 2000-01, as a result of a comprehensive review of enabling costs (overhead/support service costs) applicable to ACT policing, the formula previously applied to the calculation of staffing and expenditure data was significantly revised. This methodological shift means that data relating to staffing from 2000-01 are not directly comparable to data before to 2000-01.

Source: State and Territory governments (unpublished); table 5A.37.

5.4 Community safety and support

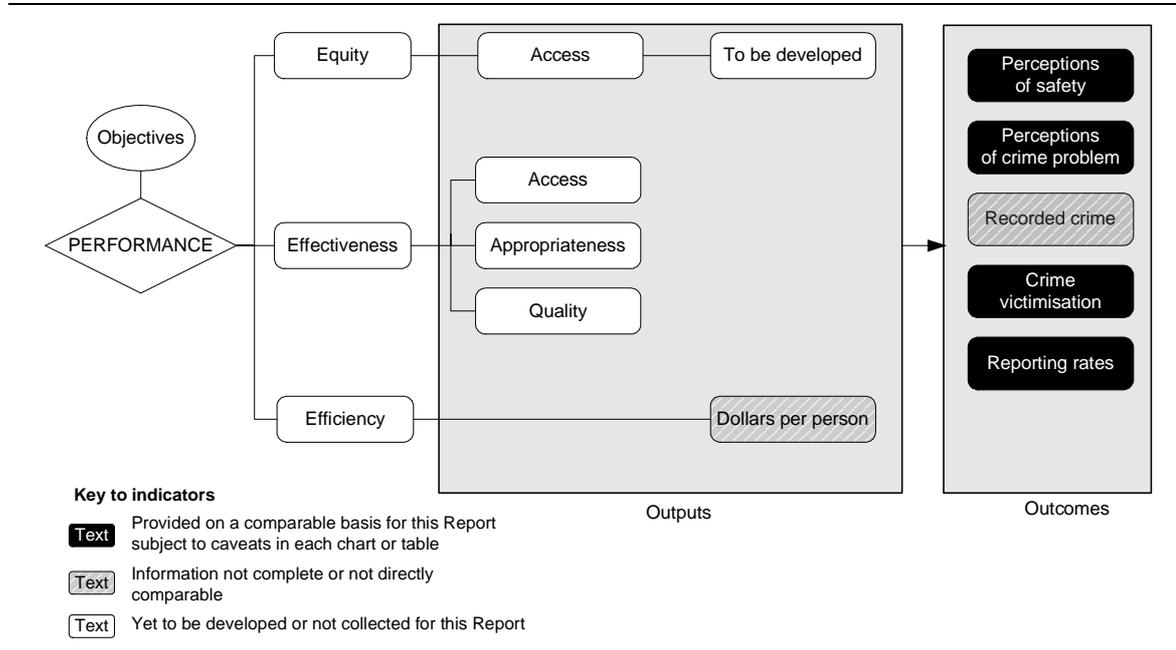
This SDA captures the role of police in preserving public order and promoting a safer community through a range of activities, including:

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

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels and community perceptions data. The performance indicator framework shows which data are comparable across jurisdictions in the 2005 Report (figure 5.23). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.23 Performance indicators for community safety and support



Key community safety and support performance indicator results

Outputs

Equity — access

The Steering Committee has identified access to community safety and support as a key area for development in future reports (box 5.9).

Box 5.9 Performance indicator — access

An output indicator of governments' objective to facilitate equitable access for people with special needs for community safety and support services has yet to be developed.

Efficiency — dollars per person

'Dollars per person' is included as an indicator of the efficiency of governments in delivering community safety and support services (box 5.10).

Box 5.10 Dollars per person

'Dollars per person' is included as an output indicator of governments' objective to undertake activities associated with community safety and support in an efficient and effective manner.

The indicator is defined as police services' expenditure (adjusted for inflation) on community safety and support per person.

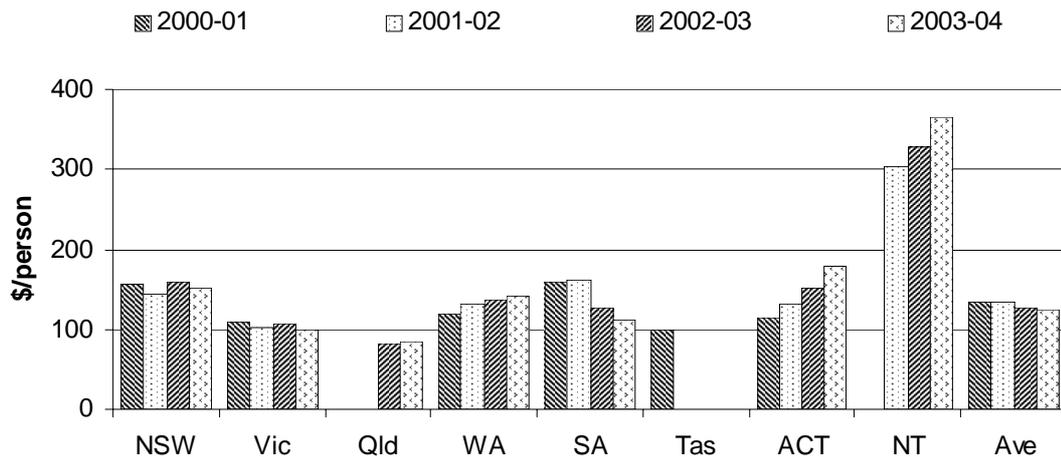
Lower expenditure per person generally represents a more desirable efficiency outcome, but, efficiency data are difficult to interpret. While high expenditure per person may reflect less desirable efficiency outcomes, it may also reflect aspects of the service or characteristics of the policing environment (such as more effective policing or more challenging crime and safety situations). Similarly, low expenditure per person may reflect more desirable efficiency outcomes or worse quality (less effective policing) or less challenging crime and safety situations. Efficiency indicators thus need to be always interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Tasmania did not provide expenditure data by SDA for 2003-04. Nationally, on average for the jurisdictions that could provide data, expenditure on community safety and support was \$123 per person. Across jurisdictions, it ranged from \$365 per person in the NT to \$84 per person in Queensland (figure 5.24). Expenditure on community safety and support made up about half of all police expenditure nationally (46.3 per cent). As a proportion of each jurisdiction's total police expenditure, it ranged from 65.8 per cent in the ACT to 33.8 per cent in Queensland (table 5A.15).

While comparisons can be made with the previous year's data, care needs to be taken, because the methods employed have changed. For those jurisdictions that provided data, the largest increase in real expenditure over the year occurred in the NT, where real expenditure on community safety and support rose by \$37 per person (from \$329 to \$365) (table 5A.54). The largest decrease in real expenditure

over the year occurred in Victoria, where real expenditure fell by \$8 per person (from \$107 to \$99). Nationally, real expenditure on community safety and support fell by \$5 per person over the past year (from \$128 to \$123) (table 5A.54).

Figure 5.24 **Real expenditure per person (less payroll tax) on community safety and support (2003-04 dollars)^{a, b}**



Ave = the weighted average of those jurisdictions that provided data. ^a 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 mix of activities undertaken within each of the common SDAs. ^b For SA, the decrease in 2003-04 mainly reflects the outcomes of activity surveys conducted in 2004, which resulted in a shift in resources from community safety and support to crime investigation.

Source: State and Territory governments (unpublished); table 5A.54.

Outcomes

Perceptions of safety

An important objective of police services is to reassure the public by ensuring the community feels safe in public and private (box 5.11).

Box 5.11 Perceptions of safety

'Perceptions of safety' is included as an outcome indicator of governments' objective to reassure the public by ensuring the community feels safe (within themselves and regarding their property) in public and private.

Two measures are reported:

- the proportion of people who felt 'safe or very safe' at home
- the proportion of people who felt 'safe or very safe' in public places.

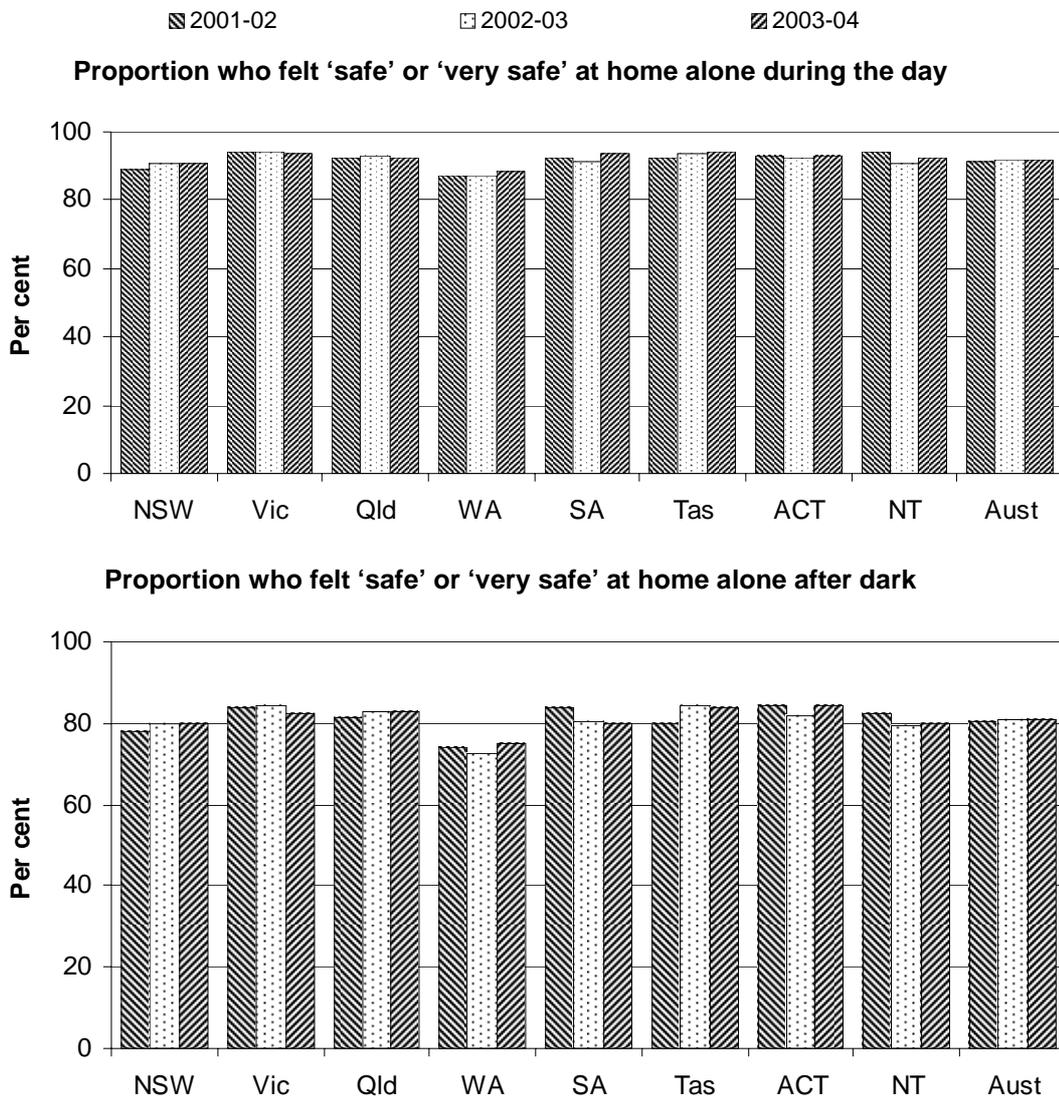
A higher proportion of people who felt 'safe' or 'very safe' for either indicator is a more desirable outcome.

Perceptions of safety may not reflect reported crime, however, for a number of reasons: reported crime may understate actual crime, under-reporting may vary across jurisdictions, and many factors (including media reporting and hearsay) may affect public perceptions of crime levels and safety.

Nationally, 91.9 per cent of people surveyed felt 'safe' or 'very safe' at home alone during the day in 2003-04 (up from 91.8 per cent in 2002-03). Across jurisdictions, this proportion ranged from 94.2 per cent in Tasmania to 88.2 per cent in WA. Nationally, 80.7 per cent of people felt 'safe' or 'very safe' at home alone after dark in 2002-03 (down from 81.0 per cent in 2002-03). This proportion ranged from 84.3 per cent in the ACT to 75.0 per cent in WA (figure 5.25).

Nationally, 40.4 per cent of people felt 'safe' or 'very safe' when walking or jogging locally after dark in 2003-04 (down from 41.5 per cent in 2002-03). Across jurisdictions, the proportion ranged from 45.0 per cent in Tasmania to 35.7 per cent in the NT (figure 5.26).

Figure 5.25 Perceptions of safety at home^{a, b}

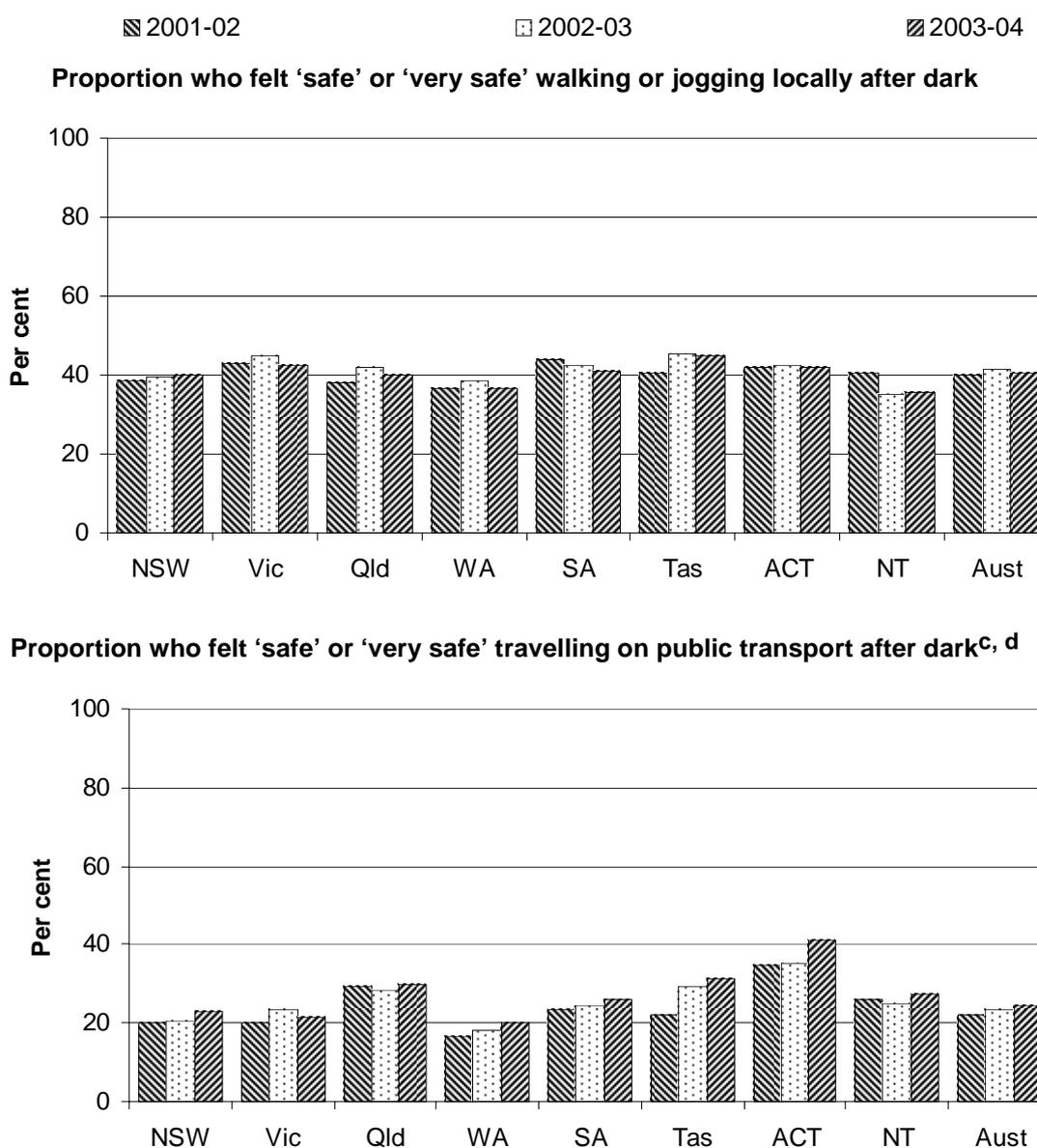


^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.38.

Nationally, 24.3 per cent of people surveyed felt 'safe' or 'very safe' when travelling on public transport after dark in 2003-04 (up from 23.3 per cent in 2002-03). This proportion ranged from 41.0 per cent in the ACT to 19.9 per cent in WA (figure 5.26). The results are influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction. The ACT and the NT do not operate a suburban train network, however.

Figure 5.26 Perceptions of safety in public places ^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors. ^c For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport (tables 5A.39 and 5A.40). ^d Unlike other jurisdictions, the ACT and the NT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ACPR (unpublished); tables 5A.39 and 5A.40.

Nationally, 87.9 per cent of respondents felt 'safe' or 'very safe' when walking or jogging locally during the day in 2003-04 (up from 87.2 per cent in 2002-03), and 66.1 per cent of respondents felt 'safe' or 'very safe' on public transport during the day (up from 63.8 per cent in 2002-03). A jurisdiction breakdown of these results is presented in tables 5A.39 and 5A.40.

Perceptions of crime problem

'Perceptions of crime problem' is another indicator of how safe the members of the community feel in public and private (box 5.12).

Box 5.12 Perceptions of crime problem

'Perceptions of crime problem' is included as an outcome indicator of governments' objective to reassure the public by ensuring the community feels safe (within themselves and regarding their property) in public and private.

Two measures are reported:

- the proportion of people who considered that various types of crime were a 'major problem' or 'somewhat of a problem' in their State or Territory, and
- the proportion of people who considered that various types of crime were a 'major problem' or 'somewhat of a problem' in their local area.

For both indicators, a lower proportion of people who felt the selected types of crime were a 'major problem' or 'somewhat a problem' is a more desirable outcome.

Care needs to be taken in interpreting data on perceptions of crime, however, because 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.

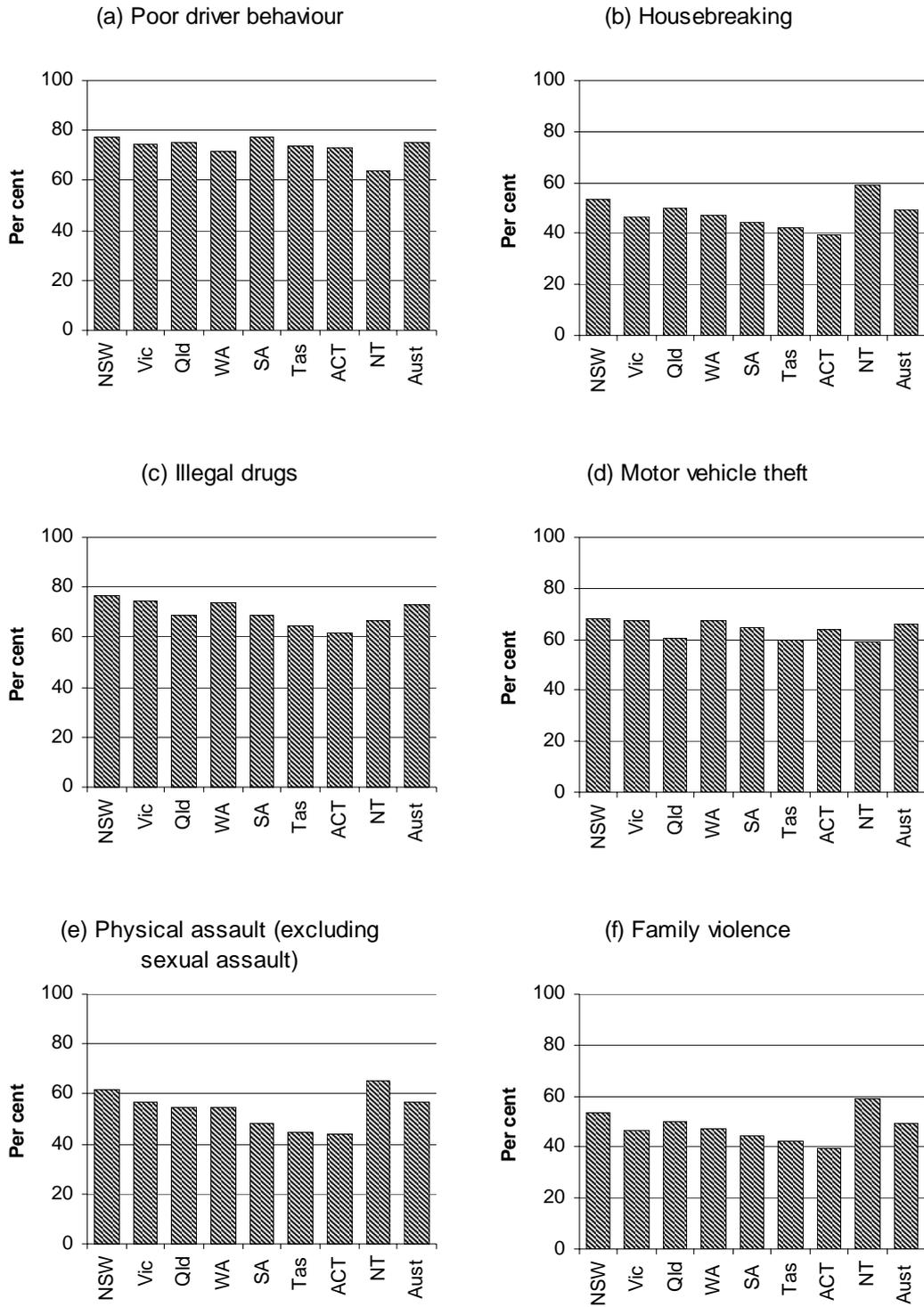
Nationally, when people were asked in 2003-04 about crime problems in their State or Territory, the proportion of people who perceived a particular crime as a 'major problem' or 'somewhat of a problem' was: 92.8 per cent for housebreaking; 92.4 per cent for illegal drugs; 90.4 per cent for vehicle theft; 88.9 per cent for physical assault; 88.4 per cent for poor driver behaviour (speeding cars, dangerous or noisy driving); 85.5 per cent for graffiti and other vandalism; 85.2 per cent for louts and gangs; 84.9 per cent for sexual assault; 81.9 per cent for drunken and disorderly behaviour and 81.3 per cent for family violence. When compared with 2002-03, national perceptions of crime as a problem increased in all categories (tables 5A.44–5A.46).

When people were asked about crime problems in their local area, they identified the following major areas of concern:

- *Poor driver behaviour* — nationally, 75.3 per cent of people believed poor driver behaviour to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2003-04 (unchanged from 2002-03). Across jurisdictions, the prevalence of this response ranged from 77.6 per cent in SA to 63.7 per cent in the NT (figure 5.27a).
- *Housebreaking* — nationally, 74.0 per cent of people believed housebreaking to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2003-04 (up from 73.8 per cent in 2002-03). Across jurisdictions, the prevalence of this response ranged from 79.6 per cent in WA to 67.4 per cent in Tasmania (figure 5.27b).
- *Illegal drugs* — nationally, 73.1 per cent of people believed illegal drugs to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2003-04 (up from 71.7 per cent in 2002-03). Across jurisdictions, the prevalence of this response ranged from 76.6 per cent in NSW to 61.4 per cent in the ACT (figure 5.27c).
- *Motor vehicle theft* — nationally, 65.9 per cent of people believed motor vehicle theft to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2003-04 (down from 66.9 per cent in 2002-03). Across jurisdictions, the prevalence of this response ranged from 68.0 per cent in NSW to 59.3 per cent in the NT (figure 5.27d).
- *Physical assault (excluding sexual assault)* — nationally, 56.5 per cent of people believed physical assault to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2003-04 (similar to 54.4 per cent in 2002-03). Across jurisdictions, the prevalence of this response ranged from 65.1 per cent in the NT to 44.3 per cent in the ACT (figure 5.27e).
- *Family violence* — nationally, 49.2 per cent of people believed family violence to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2003-04 (up from 45.1 per cent in 2002-03). Across jurisdictions, the prevalence of this response ranged from 59.3 per cent in the NT to 39.6 per cent in the ACT (figure 5.27f).

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. The NSCSP indicates that perceptions of crime fall as the respondent focuses on their local neighbourhood rather than the State or Territory in which they live.

Figure 5.27 Proportion of people who consider the identified issues to be either a 'major problem' or 'somewhat of a problem' in their local area, 2003-04



Source: ACPR (unpublished); tables 5A.41–5A.43.

Crime victimisation

As noted in section 5.1, two ABS collections are used as the source of the majority of crime victimisation data in this Report: the Crime and Safety Survey and the Recorded Crime collection.

The Crime and Safety Survey is used as the source of data on the level of crime victimisation in this Report (that is, the number of victims), because it is considered to provide data that are more comparable across jurisdictions than the Recorded Crime collection. The Recorded Crime collection, however, provides more timely data than the Survey, and thus is used as the source of data on trends in crime victimisation over time. Data on homicides are provided by the Australian Institute of Criminology (AIC 2004).

Crime victimisation — crimes against the person

The prevalence and trends in personal crime in the community are important measures of the effectiveness of police services (box 5.13).

Nationally, there were 1.6 recorded victims of homicide per 100 000 people in 2002-03 (down from 2.0 in 2001-02). Across jurisdictions, the rate ranged from 8.6 per 100 000 people in the NT to 0.9 per 100 000 people in the ACT. Between 2001-02 and 2002-03, the homicide rate fell in all jurisdictions, except the ACT, where it increased slightly (figure 5.28).

Box 5.13 Crime victimisation — crimes against the person

'Crime victimisation' is included as an outcome indicator of governments' objective to enforce the law and improve community safety.

Three measures are reported on the level of crime against the person:

- victims of homicide per 100 000 people
- estimated victims of assault per 100 000 people
- estimated victims of robbery per 100 000 people.

For each measure, a lower rate of crime victimisation is a more desirable outcome.

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Box 5.13 (Continued)

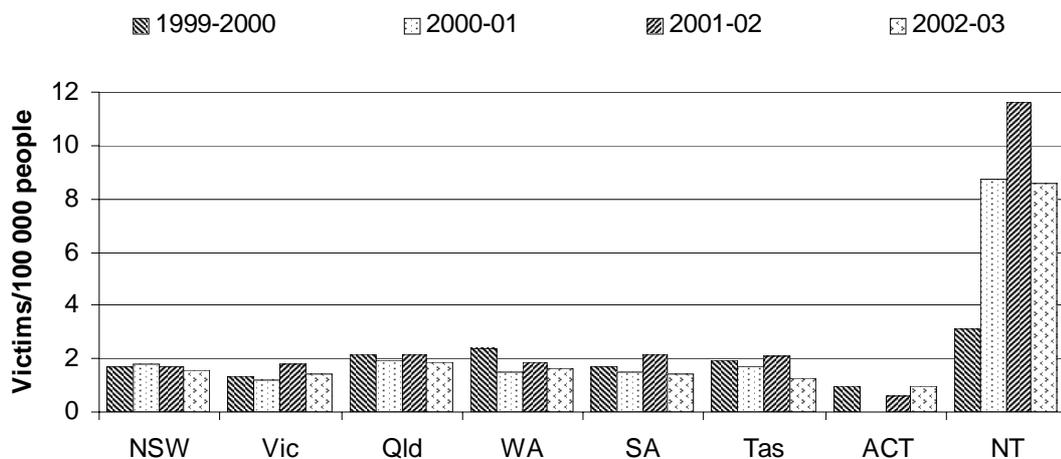
Data on trends in crime victimisation, based on the number of crimes reported to police, are presented in index form. Differences in the way in which crimes are recorded on jurisdiction's police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Two measures are reported on trends in crime against the person:

- victims of assault per 100 000 people (index 1999 = 100)
- victims of armed robbery per 100 000 people (index 1999 = 100).

For both measures, a fall in the index number is a more desirable outcome. The recorded number of victims may vary from the actual incidence of crimes against people for a number of reasons, however, including confidence in the judicial system as a whole.

Figure 5.28 Recorded victims of homicide^a

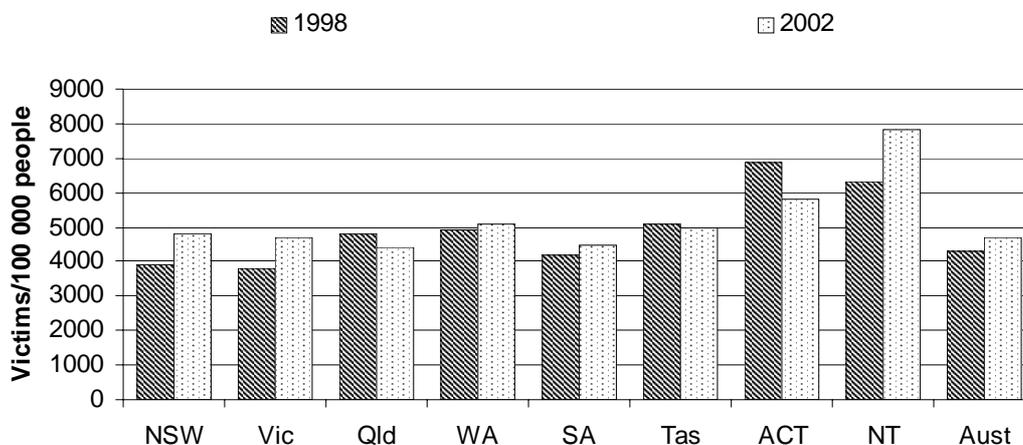


^a The definition of homicide is defined by the criminal law of each State and Territory. The specific wording of the definition varies somewhat between states and territories in terms of degree and culpability.

Source: AIC (2004); table 5A.48.

Based on ABS Crime and Safety Survey data, there were 4700 victims of assault per 100 000 people in Australia in 2002 (up from 4300 per 100 000 people in 1998). Across jurisdictions, this rate ranged from 7800 per 100 000 people in the NT to 4400 per 100 000 people in Queensland. Between 1998 and 2002, the rate rose in all jurisdictions except Queensland, Tasmania and the ACT (figure 5.29).

Figure 5.29 Estimated victims of assault^a

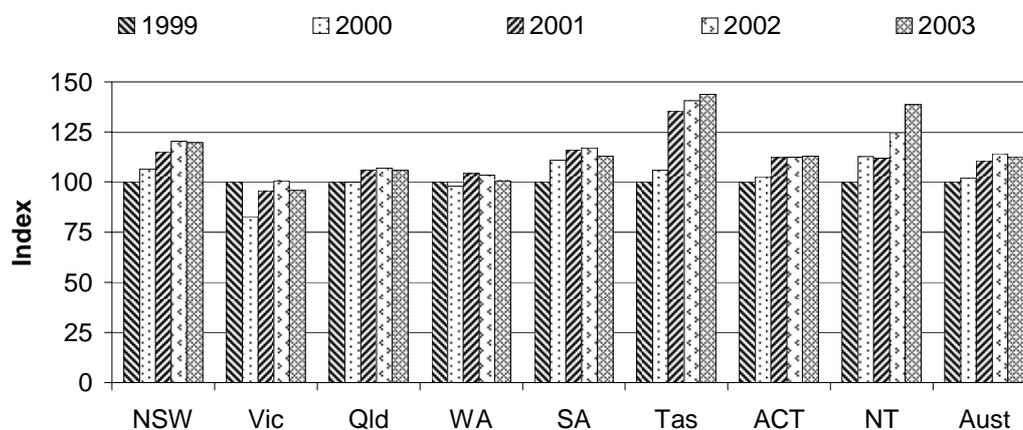


^a A victim is defined as a person reporting at least one assault. Victims were counted once only, regardless of the number of incidents of assault. Assault is defined as an incident, other than a robbery where the respondent was threatened with force or violence or physically attacked.

Source: ABS (various years), Cat. no. 4509.0; table 5A.52.

Based on the ABS Recorded Crime collection, the rate of victims of assault per 100 000 people fell by 1.4 per cent in Australia between 2002 and 2003. Although there were rate fluctuations across the years in some jurisdictions, there was a general upward trend in the rate in NSW, Queensland, SA, Tasmania, the ACT and the NT between 1999 and 2003. Victoria recorded a fall in the rate of victims of assault over the five years, and WA remained virtually unchanged (figure 5.30).

Figure 5.30 Trends in recorded crime — victims of assault per 100 000 people^{a, b, c}

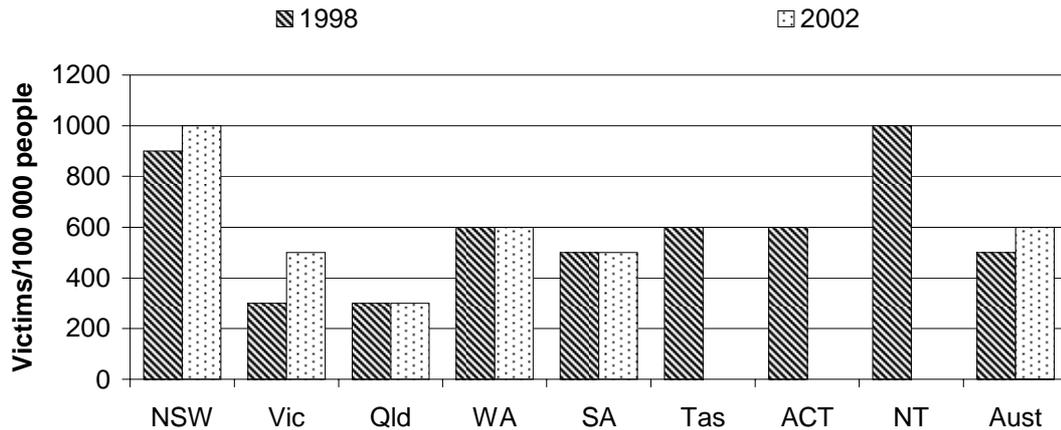


^a Index base year 1999 = 100. ^b Data are based on crimes recorded by police. ^c Data are reported in index form because the variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS (various years), Cat. no. 4510.0; table 5A.49.

Based on ABS Crime and Safety Survey data, there were 600 victims of robbery per 100 000 people in Australia in 2002 (up from 500 victims per 100 000 in 1998). This rate ranged from 1000 per 100 000 people in NSW to 300 per 100 000 people in Queensland (figure 5.31). Between 1998 and 2002, the rate rose in NSW and Victoria, and remained unchanged in Queensland, SA and WA.

Figure 5.31 **Estimated victims of robbery^{a, b}**

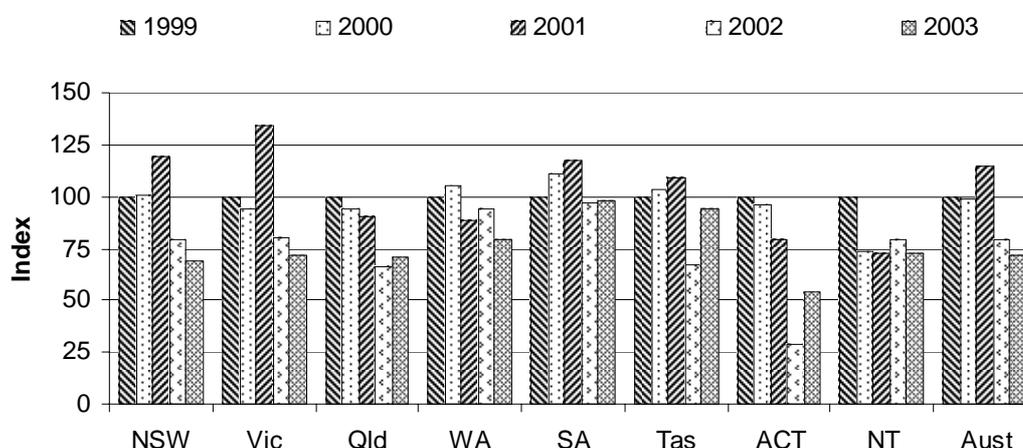


^a A victim is defined as a person reporting at least one robbery. Victims were counted once only, regardless of the number of incidents of robbery. Robbery is defined as an incident, where someone has stolen (or tried to steal) property from a respondent by physically attacking them or threatening them with violence. ^b Estimates for Tasmania, the ACT and the NT have a relative standard error of greater than 50 per cent and are considered too unreliable for general use.

Source: ABS (various years), Cat. no. 4509.0; table 5A.52.

Based on the ABS Recorded Crime collection, the rate of victims of armed robbery per 100 000 people fell by 9.3 per cent in Australia between 2002 and 2003. Although there were fluctuations across the years in some jurisdictions, there has been a general downward trend in the rate of victims of armed robbery per 100 000 in all jurisdictions since 2001 (figure 5.32).

Figure 5.32 Trends in recorded crime — victims of armed robbery per 100 000 people^{a, b, c}



^a Index base year 1999 = 100. ^b Data are based on crimes recorded by police. ^c Data are reported in index form because the variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS (various years), Cat. no. 4510.0; table 5A.49.

Crime victimisation — crimes against property

The prevalence and trends in crimes against property in the community are important measures of the effectiveness of police services (box 5.14).

Based on ABS Crime and Safety Survey data, there were 7400 break-ins or attempted break-ins per 100 000 households in Australia in 2002 (down from 7600 victims per 100 000 households in 1998). The incidence varied from 19 500 per 100 000 households in the NT to 5300 per 100 000 households in Victoria. Between 1998 and 2002, the rate increased in Queensland, SA and the NT, and declined in WA, Tasmania and the ACT. The rate remained unchanged in NSW and Victoria over the same period (figure 5.33).

Box 5.14 Crime victimisation — crimes against property

‘Crime victimisation’ is included as an outcome indicator of governments’ objective to enforce the law and improve community safety.

Two measures are reported on the level of crime against property:

- estimated household victims of break-in/attempted break-in per 100 000 households
- estimated household victims of motor vehicle theft per 100 000 households.

(Continued on next page)

Box 5.14 (Continued)

For each of the indicators, a lower rate of crime victimisation is a more desirable outcome.

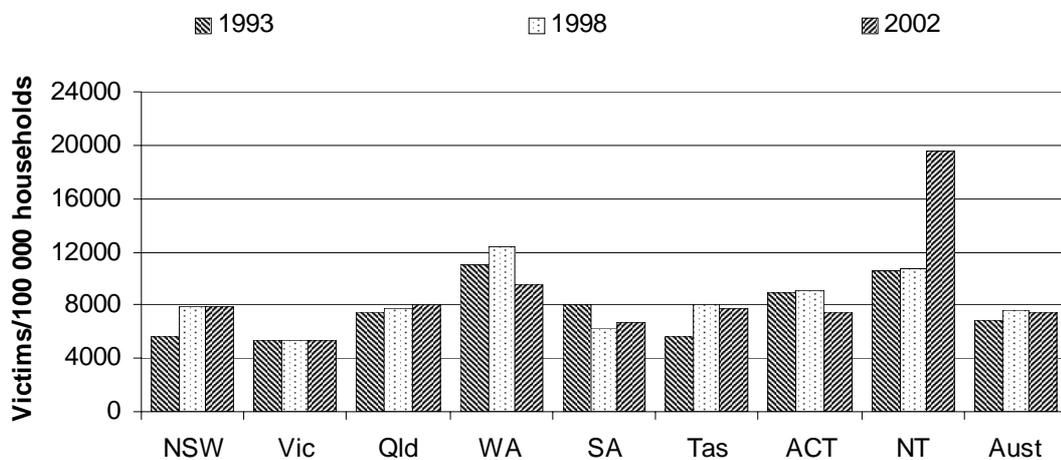
Data on trends in crime victimisation, based on the number of crimes reported to police, are presented in index form. Differences in the way in which crimes are recorded on jurisdiction's police administrative systems (due to legislation, recording systems and recording practices) mean that comparing the level of recorded crime across jurisdictions is problematic.

Two measures are reported on trends in property crime in the community:

- victims of unlawful entry with intent per 100 000 people (index 1999 = 100)
- victims of motor vehicle theft per 100 000 people (index 1999 = 100).

For both measures, a fall in the index number is a more desirable outcome. The recorded number of victims may vary from the actual incidence of crimes against property for a number of reasons, however, including confidence in the judicial system as a whole.

Figure 5.33 Estimated victims of break-in/attempted break-in^a



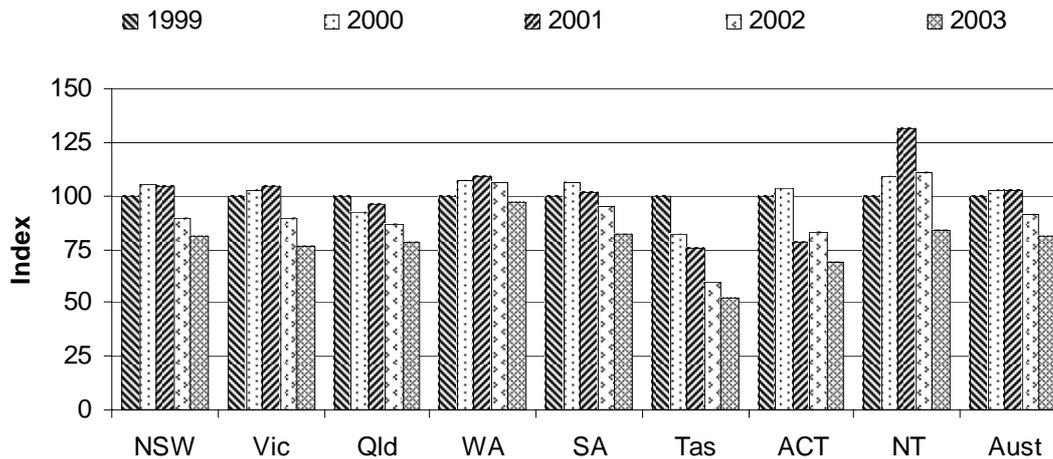
^a A victim is defined as a household reporting at least one break-in/attempted break-in. Victims were counted once only, regardless of the number of incidents of break-in/attempted break-in. Break-in is defined as an incident where the respondent's home had been broken into. Break-in offences relating to respondents' cars or gardens are excluded.

Source: ABS (various years), Cat. no. 4509.0; table 5A.53.

Based on the ABS Recorded Crime collection, the rate of victims of unlawful entry with intent per 100 000 people fell by 11.2 per cent in Australia between 2002 and 2003. Although there were rate fluctuations across the years in some jurisdictions,

there has been a general downward trend in the rate in all jurisdictions since 2001 (figure 5.34).

Figure 5.34 Trends in recorded crime — victims of unlawful entry with intent per 100 000^{a, b, c}

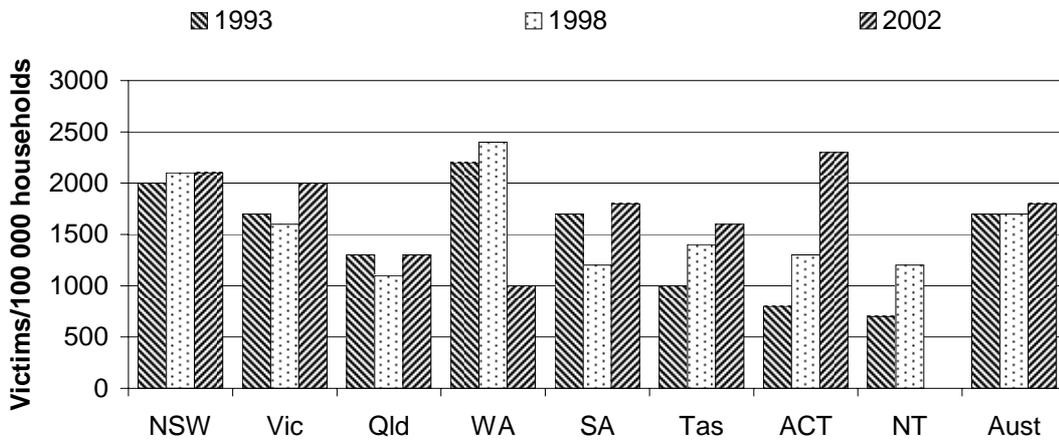


a Index base year 1999 = 100. **b** Data are based on crimes recorded by police. **c** Data are reported in index form because the variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS (various years), Cat. no. 4510.0; table 5A.50.

Based on ABS Crime and Safety Survey data, 1800 motor vehicles were stolen per 100 000 households in 2002 in Australia (up from 1700 per 100 000 households in 1998). The rate ranged from 2300 per 100 000 households in the ACT to 1000 per 100 000 households in WA. Between 1998 and 2002, the rate of motor vehicle theft increased in all jurisdictions except WA, where the rate fell by 58.3 per cent, and NSW, where it remained the same (figure 5.35).

Figure 5.35 Estimated victims of motor vehicle theft^{a, b}

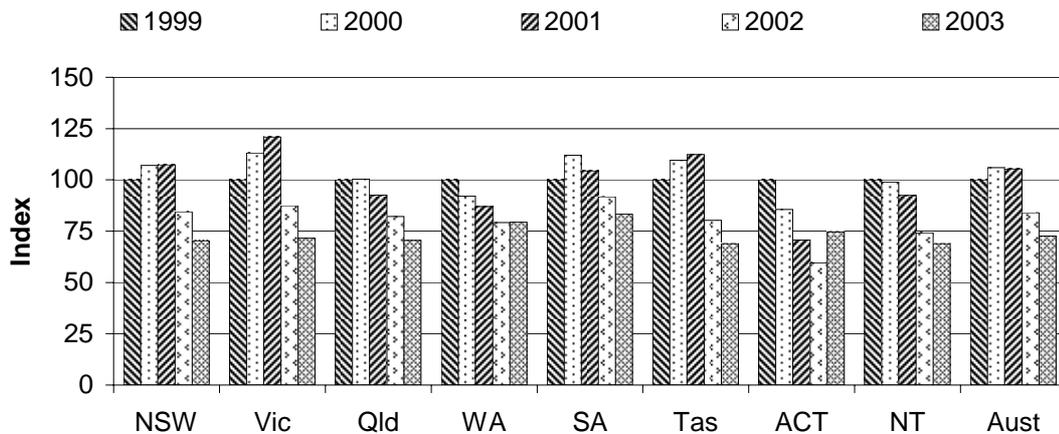


^a A victim is defined as a household reporting at least one motor vehicle theft. Victims were counted once only, regardless of the number of incidents of motor vehicle theft. Motor vehicle theft is defined as an incident where a motor vehicle was stolen from any member of the respondent's household. It includes privately owned vehicles, as well as business/company vehicles used exclusively by members of the household. ^b The estimate for the NT has a relative standard error greater than 50 per cent and is considered too unreliable for general use.

Source: ABS (various years), Cat. no. 4509.0; table 5A.53.

Based on the ABS Recorded Crime collection, the rate of victims of motor vehicle theft per 100 000 people fell by 13.6 per cent in Australia between 2002 and 2003. Although there were rate fluctuations across the years in some jurisdictions, there has been a general downward trend in the rate in all jurisdictions since 2000 (figure 5.36).

Figure 5.36 Trends in recorded crime — victims of motor vehicle theft^{a, b, c}



^a Index base year 1999 = 100. ^b Data are based on crimes recorded by police. ^c Data are reported in index form because the variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS (various years), Cat. no. 4510.0; table 5A.50.

Reporting rates

The ABS defines a reporting rate as the total number of the most recent incidents of an offence that were reported to police, expressed as a percentage of the total victims of that offence (box 5.15). Reporting rates vary across different crime types (table 5A.51).

Box 5.15 Reporting rates

'Reporting rates' is included as an outcome indicator of governments' objective to enforce the law and improve community safety by engendering public confidence in the police and judicial system.

The indicator is defined as the total number of the most recent incidents of a particular offence (break and enter, attempted break and enter, motor vehicle theft, robbery, assault, sexual assault and total victims of crimes against the person and property) that were reported to police, as a percentage of the total victims of that offence. A higher proportion is more desirable.

This indicator does not, however, provide information on why some people choose not to report particular offences to the police. It also does not account for unsubstantiated reports.

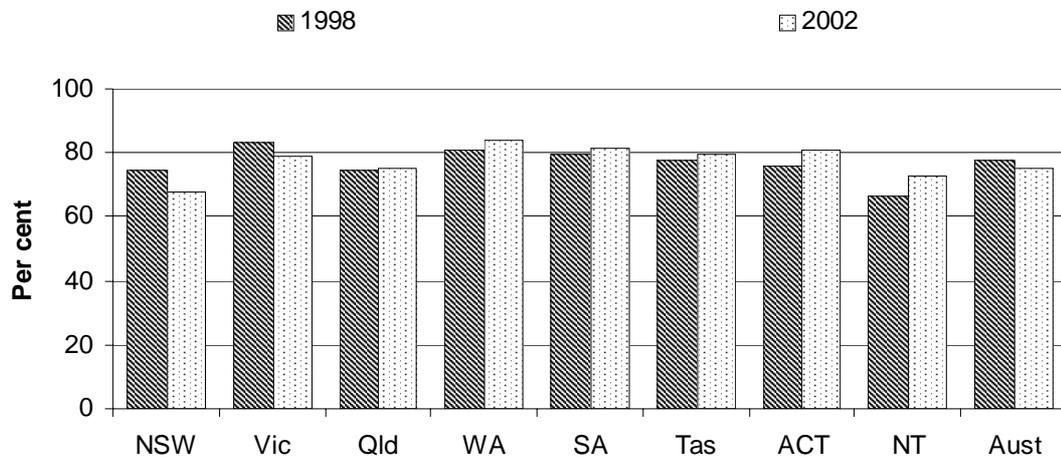
Reporting rate — break and enter

Nationally, the reporting rate for break and enter offences was 75.1 per cent in 2002 (compared with 77.5 per cent in 1998). Over the four year period, it rose in all jurisdictions, except NSW and Victoria (where it declined), and Queensland (where it remained relatively unchanged). In 2002, the reporting rate varied from 83.7 per cent in WA to 68.0 per cent in NSW (figure 5.37).

Reporting rate — attempted break and enter

Nationally, the reporting rate for attempted break and enter offences was 31.1 per cent in 2002 (similar to that in 1998). Estimates for Tasmania, the ACT and the NT have relative standard errors of greater than 50 per cent and are considered unreliable for general use. For the remaining jurisdictions, the reporting rate rose in NSW, Queensland and SA over the four year period, remained constant in WA and fell in Victoria (table 5A.51).

Figure 5.37 Reporting rate for break and enter^a



^a Break and enter estimates for 2002 for the ACT and the NT have a relative standard error between 25 and 50 per cent and need to be used with caution.

Source: ABS (various years), Cat. no. 4509.0; table 5A.51.

Reporting rate — motor vehicle theft

Nationally, the reporting rate for motor vehicle theft was 95.0 per cent in 2002 (similar to the 1998 rate of 95.1 per cent). Estimates for Tasmania, the ACT and the NT have relative standard errors of greater than 50 per cent and are considered unreliable for general use. In the remaining jurisdictions, the reporting rate rose in NSW, WA and SA over the four year period, and declined in Victoria and Queensland (table 5A.51).

Reporting rate — robbery

Nationally, the reporting rate for robbery was up slightly to 50.2 per cent in 2002 (compared with 49.8 per cent in 1998). Estimates for SA, Tasmania, the ACT and the NT have relative standard errors above 50 per cent and are considered unreliable for general use. Of the remaining jurisdictions, the reporting rate rose in NSW over the four year period and declined in Victoria, Queensland and WA (table 5A.51).

Reporting rate — assault

Nationally, the reporting rate for assault was 30.8 per cent in 2002 (compared with 27.7 per cent in 1998). Estimates for Tasmania, the ACT and the NT have relative standard errors above 50 per cent and are considered unreliable for general use. The reporting rate rose in all of the remaining jurisdictions over the four year period (table 5A.51).

Reporting rate — sexual assault

Nationally, the reporting rate for sexual assault was 19.8 per cent in 2002 (markedly lower than the 1998 rate of 33.0 per cent). The reporting rate for individual jurisdictions is considered too unreliable for general use, given the level of sampling standard errors (table 5A.51).

5.5 Crime investigation

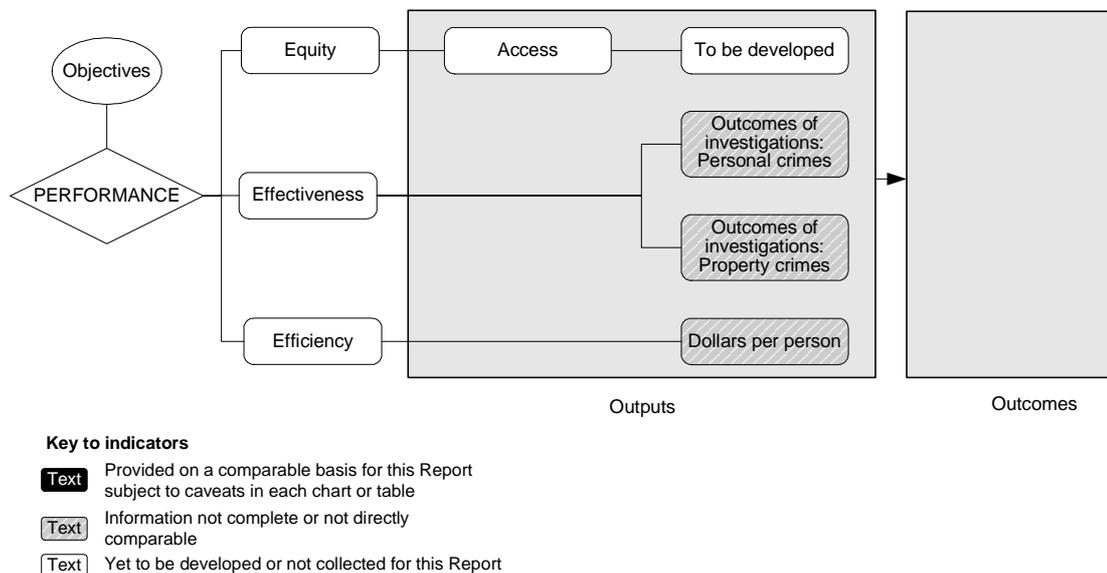
This SDA captures the role of police in investigating crime and identifying and apprehending suspects. Activities include:

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

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that includes outcomes of investigations. The performance indicator framework shows which data are comparable across jurisdictions in the 2005 Report (figure 5.38). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.38 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.

Outputs

Equity — access

The Steering Committee has identified equity and access for crime investigation as a key area for development in future reports (box 5.16).

Box 5.16 Performance indicator — access

An output indicator of governments' objective to facilitate equitable access for people with special needs for crime investigation services has yet to be developed.

Efficiency — dollars per person

'Dollars per person' is included as an indicator of the efficiency of governments in delivering crime investigation services (box 5.17).

Box 5.17 Dollars per person

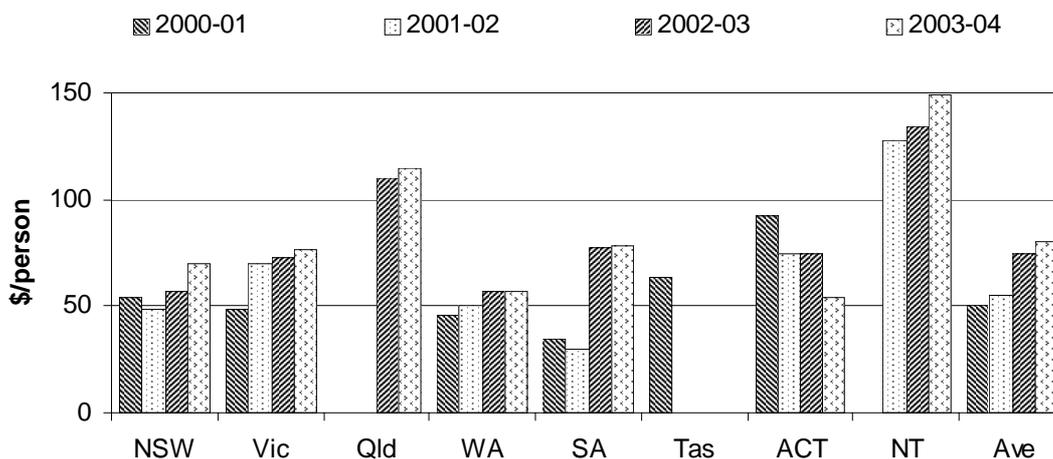
‘Dollars per person’ is included as an output indicator of governments’ objective to undertake activities associated with crime investigation in an efficient manner.

The indicator is defined as expenditure (adjusted for inflation) on crime investigation per person.

Lower expenditure per person generally represents a more desirable efficiency outcome, but efficiency data are difficult to interpret. While high expenditure per person may reflect worse efficiency outcomes, it may also reflect aspects of the service or characteristics of the policing environment (such as greater effectiveness or more challenging crime and safety situations). Similarly, low expenditure per person may reflect more desirable efficiency outcomes or worse quality (less effective policing) or less challenging crime and safety situations. Efficiency data thus needs to be always interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Nationally, of the jurisdictions that could provide data for 2003-04, expenditure on crime investigations was \$80 per person. It ranged from \$149 per person in the NT to \$54 per person in the ACT (figure 5.39).

Figure 5.39 Real expenditure per person (less payroll tax) on crime investigation (2003-04 dollars)^a



Ave = the weighted average of those jurisdictions that provided data. ^a 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 mix of activities undertaken within each of the common SDAs.

Source: State and Territory governments (unpublished); table 5A.57.

Expenditure on crime investigations as a proportion of total police expenditure was 30.1 per cent nationally in 2002-03. As a proportion of each jurisdiction's total police expenditure, it ranged from 46.0 per cent in Queensland to 19.2 per cent in WA (table 5A.15).

While comparisons can be made with last year's data, care needs to be taken, because the methods employed may have changed. For those jurisdictions that provided data, the largest increase in real expenditure over the past year occurred in the NT, where real expenditure on crime investigations rose by \$15 per person (from \$134 to \$149) (table 5A.57).

The largest decrease in real expenditure over the past year occurred in the ACT, where real expenditure fell by \$20 per person (from \$74 to \$54). Nationally, real expenditure on crime investigations rose by \$6 per person over the past year (table 5A.57).

Outcomes of investigations — personal crimes

'Outcomes of investigations — personal crimes' is an outcome indicator of governments' objective to bring to justice those people responsible for committing crimes (box 5.18).

Box 5.18 Outcomes of investigations — personal crimes

'Outcomes of investigations — personal crimes' is included as an output indicator of governments' objective to bring to justice those people responsible for committing an offence.

Two measures are reported:

- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of finalised investigations for which proceedings had started against the alleged offender within 30 days of the offence becoming known to police.

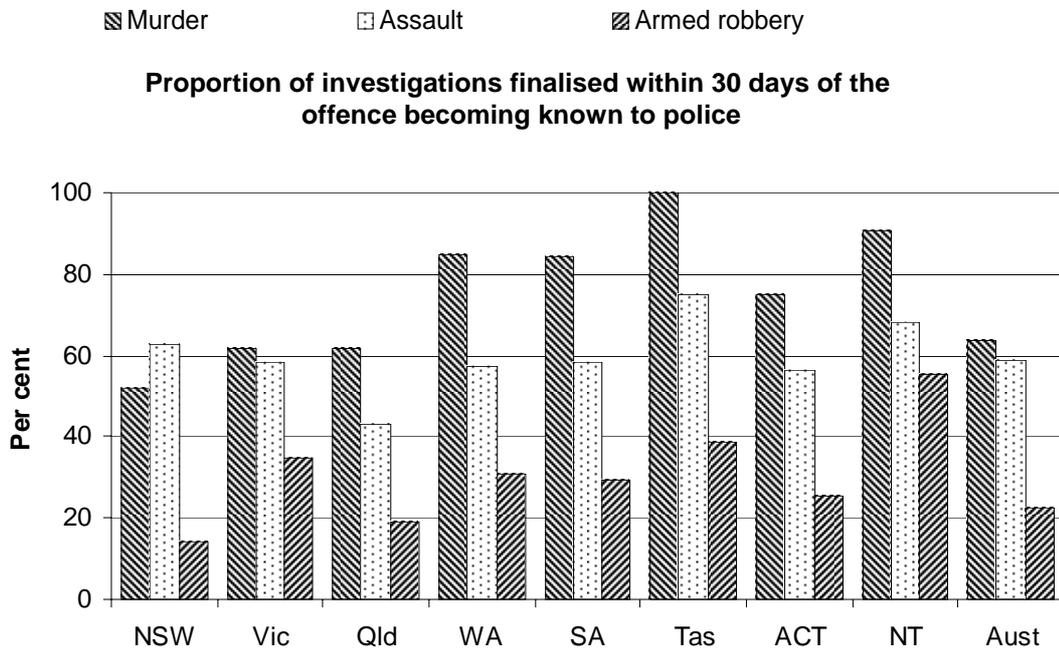
Outcomes of investigations indicators are reported for a range of offences against the person including murder, assault, armed robbery, and sexual assault. A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a more desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a more desirable outcome.

‘Outcomes of investigations — personal crimes’ are not directly comparable because of differences in the way data are compiled by jurisdictions. Across jurisdictions in 2003, the proportion of recorded murder investigations that were finalised within 30 days of the offence becoming known to police varied from 100.0 per cent in Tasmania (based on four investigations) to 52.0 per cent in NSW (based on 102 investigations) (figure 5.40). For these finalised murder investigations, the proportion of proceedings that had started against the alleged offender within 30 days of the offence becoming known to police ranged from 100.0 per cent in SA, Tasmania, the ACT and the NT, to 75.5 per cent in NSW in 2003 (figure 5.40).

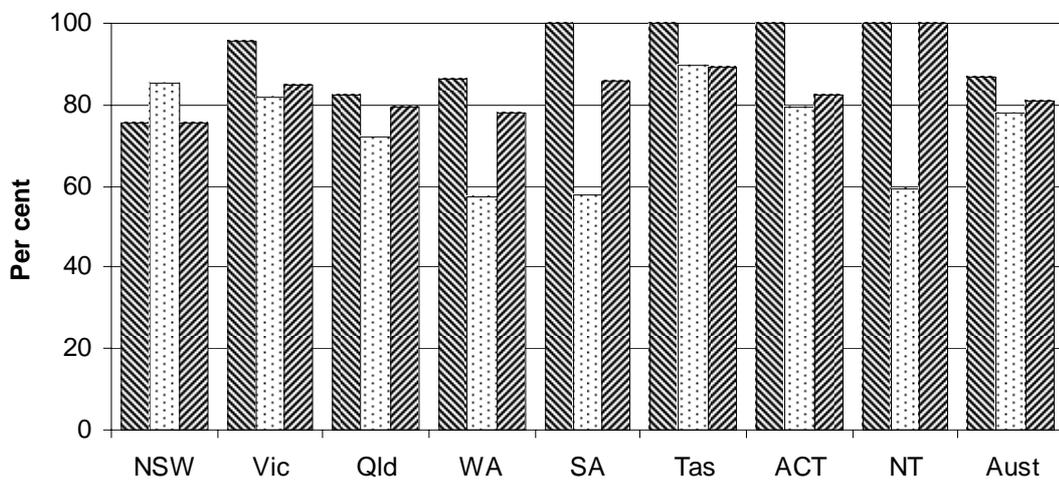
The proportion of recorded assault investigations that were finalised within 30 days of the offence becoming known to police ranged from 74.8 per cent in Tasmania (based on 3745 investigations) to 43.1 per cent in Queensland (based on 21 140 investigations). For these finalised assault investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 89.6 per cent in Tasmania to 57.3 per cent in WA (figure 5.40).

The proportion of recorded armed robbery investigations that were finalised within 30 days of the offence becoming known to police ranged from 55.2 per cent in the NT (based on 29 investigations) to 14.3 per cent in NSW (based on 3318 investigations). For these finalised armed robbery investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 100 per cent in the NT to 75.4 per cent in NSW (figure 5.40).

Figure 5.40 **Victims of crimes against the person: outcomes of investigations, 30 day status, 2003**



Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police



Source: ABS (various years), Cat. no. 4510.0; table 5A.55.

The proportion of recorded sexual assault investigations that were finalised within 30 days of the offence becoming known to police ranged from 61.1 per cent in Tasmania (based on 257 investigations) to 28.1 per cent in NSW (based on 6796 investigations). For these finalised sexual assault investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 82.8 per cent in Tasmania to 34.2 per cent in Queensland (figure 5.41).

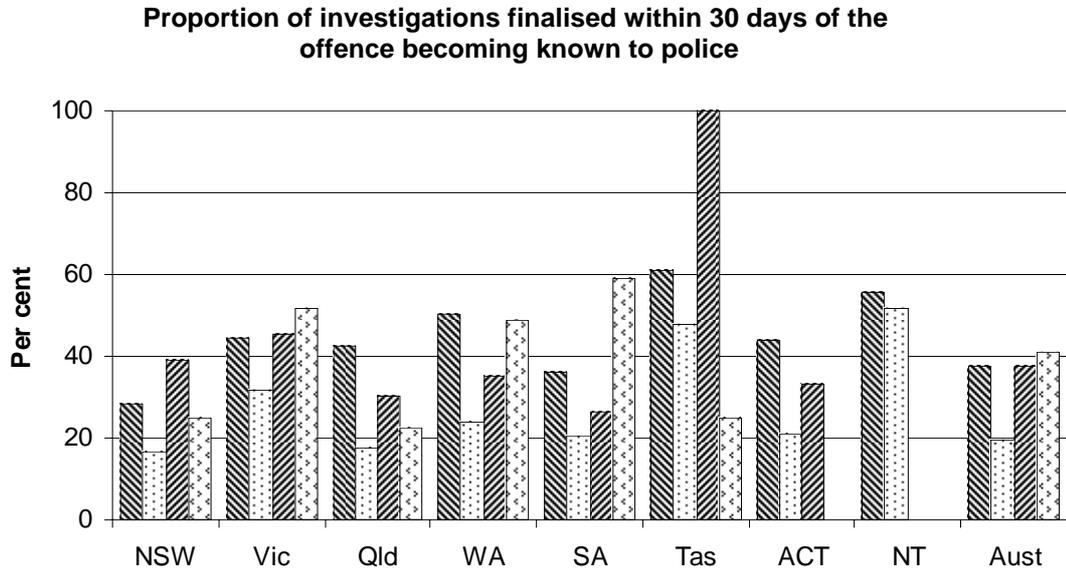
The proportion of recorded unarmed robbery investigations that were finalised within 30 days of the offence becoming known to police ranged from 51.9 per cent in the NT (based on 63 investigations) to 16.5 per cent in NSW (based on 7529 investigations). For these finalised unarmed robbery investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 89.3 per cent in the NT to 57.9 per cent in Queensland (figure 5.41).

The proportion of recorded kidnapping/abduction investigations that were finalised within 30 days of the offence becoming known to police ranged from 100 per cent in Tasmania (based on two investigations) to zero per cent in the NT (based on two investigations). For these finalised kidnapping/abduction investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 100 per cent in Tasmania and the ACT to 13.2 per cent in Queensland (figure 5.41).

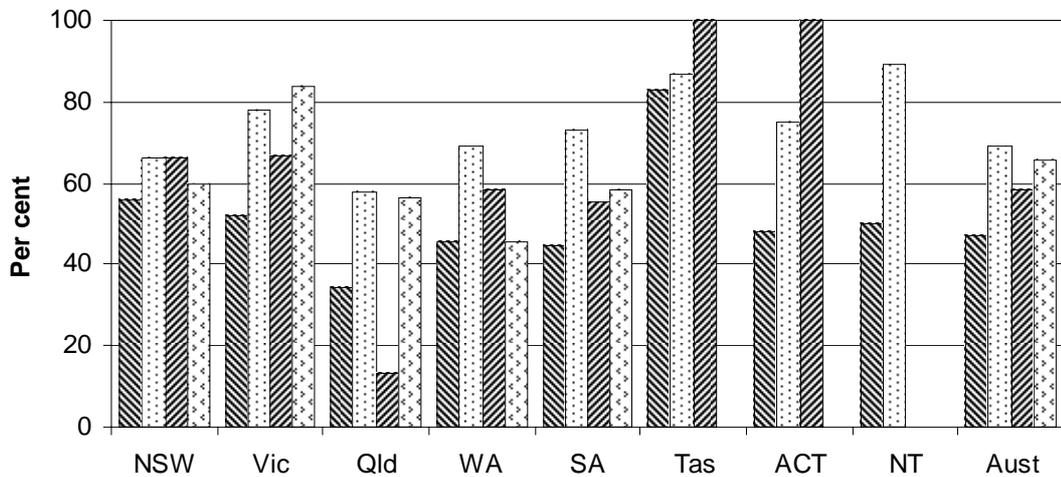
The proportion of recorded blackmail/extortion investigations that were finalised within 30 days of the offence becoming known to police, ranged from 59.0 per cent in SA (based on 61 investigations) to zero per cent in the ACT (based on one investigation). For these finalised blackmail/extortion investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 83.9 per cent in Victoria to zero per cent in Tasmania (figure 5.41).

Figure 5.41 **Victims of crimes against the person: outcomes of investigations, 30 day status, 2003**

▨ Sexual assault ▩ Unarmed robbery ▧ Kidnapping/abduction ▦ Blackmail/extortion



Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police



Source: ABS (various years), Cat. no. 4510.0; table 5A.55.

Outcomes of investigations — property crimes

‘Outcomes of investigations — property crimes’ is an outcome indicator of governments’ objective to bring to justice those people responsible for committing crimes (box 5.19).

Box 5.19 Outcomes of investigations — property crimes

‘Outcomes of investigations — property crimes’ is included as an output indicator of governments’ objective to bring to justice those people responsible for committing an offence.

Two measures are reported:

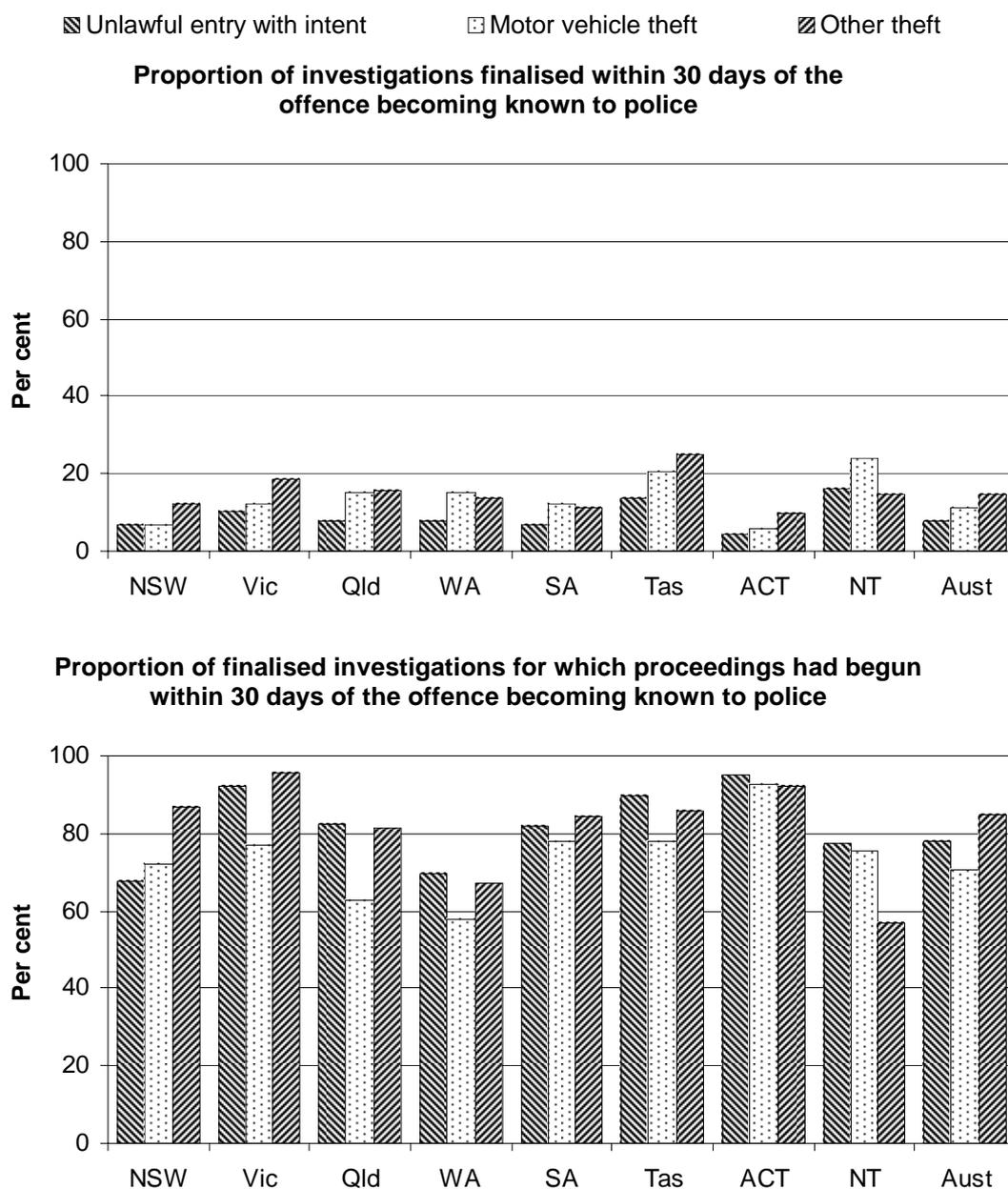
- the proportion of investigations finalised within 30 days of the offence becoming known to police
- the proportion of finalised investigations for which proceedings had started against the alleged offender within 30 days of the offence becoming known to police.

Outcomes of investigations indicators are reported for three property offences: unlawful entry with intent, motor vehicle theft and other theft. A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a more desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a more desirable outcome.

‘Outcomes of investigations — property crimes’ are not directly comparable because of differences in the way data are compiled by jurisdictions. The proportion of investigations of recorded unlawful entry with intent, that were finalised within 30 days of the offence becoming known to police, ranged from 16.0 per cent in the NT to 4.2 per cent in the ACT. For these finalised investigations of unlawful entry with intent, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 95.0 per cent in the ACT to 67.7 per cent in NSW (figure 5.42).

The proportion of investigations of recorded motor vehicle theft that were finalised within 30 days of the offence becoming known to police ranged from 23.8 per cent in Tasmania to 5.9 per cent in the ACT. For these finalised motor vehicle theft investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 92.7 per cent in the ACT to 57.9 per cent in WA (figure 5.42).

Figure 5.42 **Victims of property crime: outcomes of investigations, 30 day status, 2003**



Source: ABS (various years), Cat. no. 4510.0; table 5A.56.

The proportion of investigations into recorded other theft that were finalised within 30 days of the offence becoming known to police ranged from 25.0 per cent in Tasmania to 9.9 per cent in the ACT. For these finalised investigations of other theft, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 95.4 per cent in Victoria to 56.8 per cent in the NT (figure 5.42).

Outcomes

Outcome indicators for crime investigation services are yet to be developed. The effectiveness with which police undertake criminal investigation services, however, will be somewhat reflected in the general performance indicators for police services, such as the indicator ‘satisfaction with police services’ reported in section 5.3.

5.6 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.

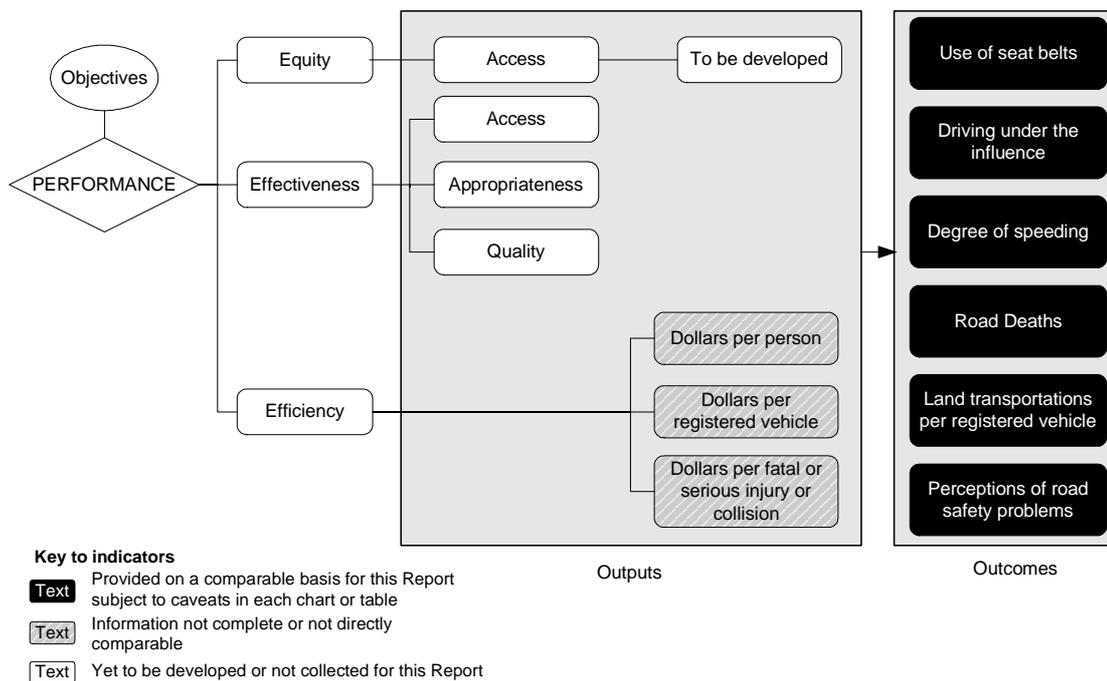
Activities typically include:

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

Framework of performance indicators

Police performance 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 land transport hospitalisations and road fatalities. The performance indicator framework shows which data are comparable in the 2005 Report (figure 5.43). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.43 Performance indicators for road safety and traffic management



Key performance indicator results

Outputs

Equity — access

The Steering Committee has identified equity and access for road safety and traffic management as a key area for development in future reports (box 5.20).

Box 5.20 Performance indicator — access

An output indicator of governments' objective to facilitate equitable access for people with special needs for road safety and traffic management services has yet to be developed.

Efficiency — dollars per person and dollars per registered vehicle

'Dollars per person' and 'dollars per registered vehicle' are included as indicators of the efficiency of governments in delivering road safety and traffic management services (box 5.21).

Box 5.21 Dollars per person and dollars per registered vehicle

'Dollars per person', and 'dollars per registered vehicle', are included as output indicators of governments' objective to undertake activities associated with road safety and traffic management in an efficient manner.

The indicator 'dollars per person' is defined as expenditure (adjusted for inflation) on road safety and traffic management per person.

The indicator 'dollars per registered vehicle' is defined as expenditure (adjusted for inflation) on road safety and traffic management per registered vehicle.

Lower expenditure (adjusted for inflation) on road safety and traffic management per person is more desirable. Similarly, lower expenditure (adjusted for inflation) on road safety and traffic management per registered vehicle is more desirable.

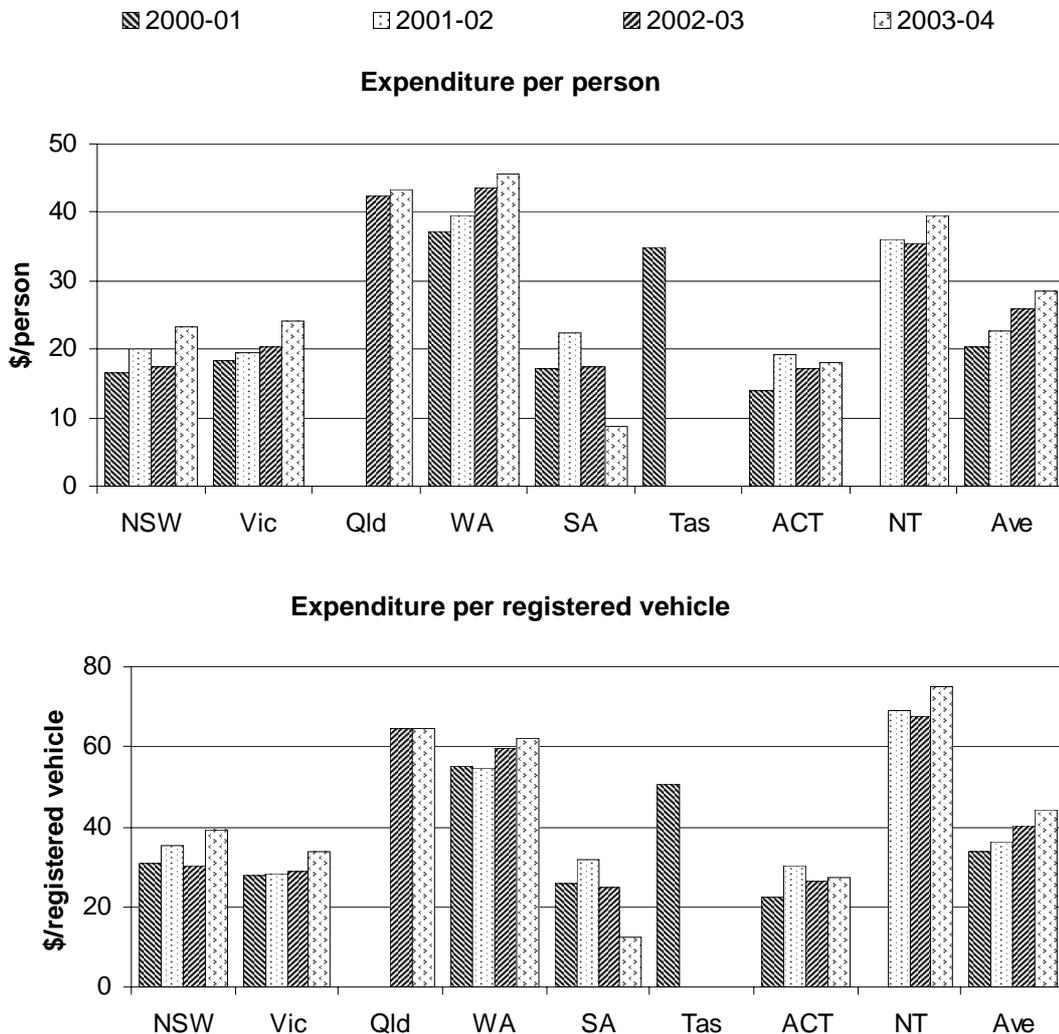
Efficiency data are difficult to interpret, however. While high expenditure values for either indicator may reflect poor efficiency, it may also reflect aspects of the service or the characteristics of the policing environment (such as highly effective services or challenging road safety and traffic management situations). Similarly, low expenditure values for either indicator may reflect efficient police services. Alternatively, it may reflect lower quality (less effective policing) or less challenging road safety and traffic management situations. Efficiency data thus needs to be always interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

For jurisdictions that could provide data in 2003-04, expenditure on road safety and traffic management was \$29 per person nationally. Across jurisdictions, it ranged from \$46 per person in WA to \$9 per person in SA. Expenditure on road safety and traffic management per registered vehicle also varied across jurisdictions in 2003-04, from \$75 in the NT to \$12 in SA. Nationally, it was \$43 (figure 5.44).

Nationally in 2003-04, expenditure on road safety and traffic management as a proportion of total police expenditure per person was 11.0 per cent. As a proportion of each jurisdiction's total police expenditure per person, it ranged from 17.5 per cent in Queensland to 3.7 per cent in SA (table 5A.15).

While comparisons can be made with the previous year's data, care needs to be taken, because the methods employed may have changed. The largest increase in real expenditure per person on road safety and traffic management from 2001-02 to 2003-04 occurred in NSW (a rise of \$6 per person from \$17 to \$23). The largest decrease in real expenditure was in SA (a fall of \$9 per person from \$18 to \$9). Nationally, real expenditure on road safety and traffic management rose by \$3 per person (from \$26 to \$29) over the past year (table 5A.64).

Figure 5.44 **Real expenditure (less payroll tax) on road safety and traffic management (2003-04 dollars)^{a, b}**



Ave = the weighted average of those jurisdictions that provided data. ^a 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 mix of activities undertaken within each of the common SDAs. ^b For SA, total recurrent expenditure on road safety and traffic management increased slightly in 2003-04. However, net recurrent expenditure has reduced as a result of \$14.9m, that was previously part of appropriation, now reflected as additional revenue from own sources (Community Road Safety Fund). This represents a change in funding arrangements.

Source: State and Territory governments (unpublished); table 5A.64.

Efficiency — dollars per fatal or serious injuries or collisions

Another indicator of the efficiency of governments in delivering road safety and traffic management services is ‘dollars per fatal or serious injury or collision’ (box 5.22).

Box 5.22 Dollars per fatal or serious injury or collision

'Dollars per fatal or serious injury or collision' is included as an output indicator of governments' objective to undertake activities associated with road safety and traffic management in an efficient manner.

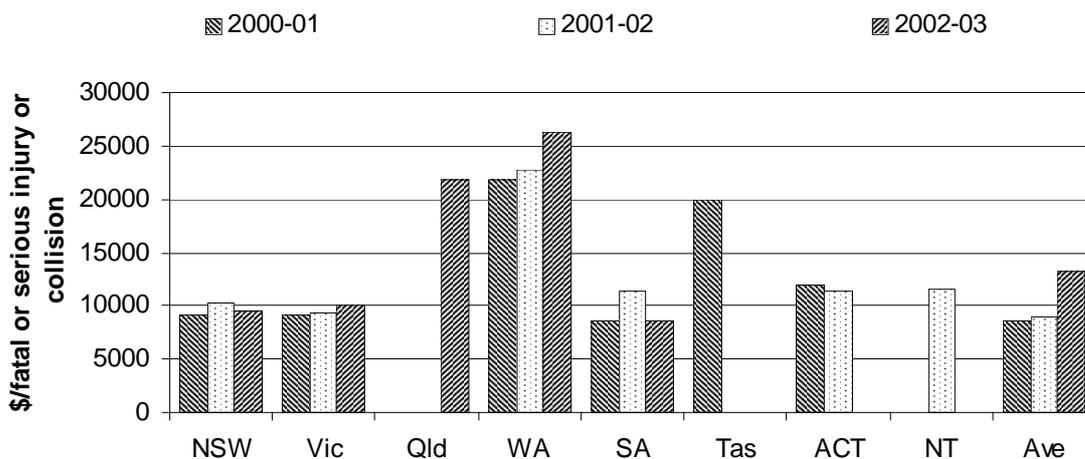
The indicator is defined as the cost of road safety and traffic management per fatal or serious injury or collision. The number of fatal or serious injuries or collisions is defined as the number of road deaths plus the number of land transport hospitalisations.

A lower cost of road safety and traffic management per fatal or serious injury or collision is generally a more desirable outcome.

Efficiency data are difficult to interpret, however. While high costs per fatal or serious injury or collision may reflect poor efficiency, it may also reflect aspects of the service or the characteristics of the policing environment (such as highly effective services or challenging road safety and traffic management situations). Similarly, low expenditure per person may reflect efficient police services; alternatively, it may reflect lower quality (less effective policing) or less challenging road safety and traffic management situations. Efficiency data thus needs to be always interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Nationally in 2002-03, the cost of road safety and traffic management per fatal or serious injury or collision was \$13 209. Across jurisdictions for which data were available, this ranged from \$26 295 in WA to \$8639 in SA (figure 5.45).

Figure 5.45 Cost of SDA/number of fatal or serious injuries or collisions (2003-04 dollars)



Ave = the weighted average of those jurisdictions that provided data.

Source: AIHW (unpublished); ATSB (2004); State and Territory governments (unpublished); table 5A.63.

Outcomes

For contextual purposes, 88.4 per cent of NSCSP respondents in 2003-04 stated that they had driven a motor vehicle in the past 12 months, compared with 88.2 per cent in 2002-03 (table 5A.58). An aim of police road safety programs is to influence road user behaviour so as to reduce the incidence of road crashes and the severity of road trauma. These programs target the non-wearing of seat belts, excessive speed and drink driving.

Use of seat belts

'Use of seatbelts' is one indicator of the effectiveness of police programs that aim to influence road user behaviour (box 5.23).

Box 5.23 Use of seatbelts

'Use of seatbelts' is included as an outcome indicator of governments' objective to promote safer behaviour on the road.

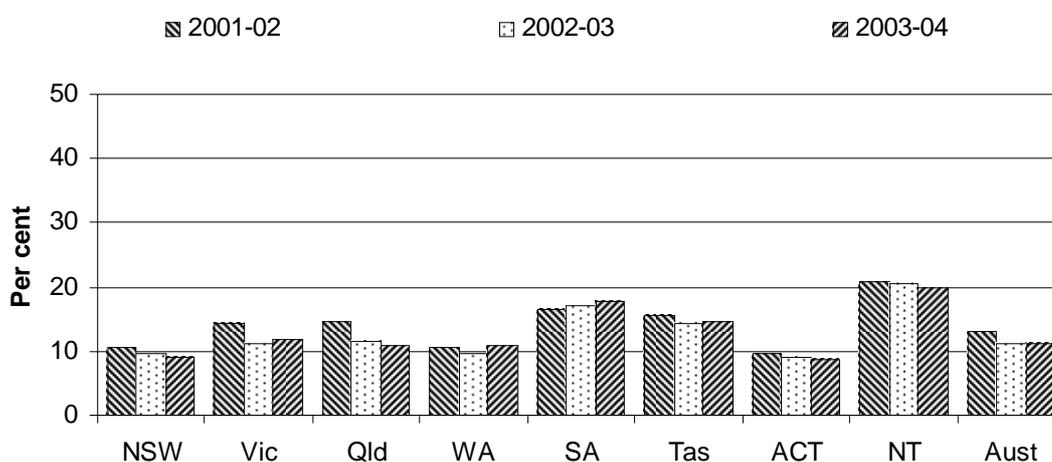
The indicator is defined as the proportion of people who had driven in the past 12 months and 'sometimes' or more often ('half the time', 'most of the time' or 'always') travelled in a car without wearing a seatbelt.

A lower proportion of people who had 'sometimes', or more often, travelled in the car without wearing a seatbelt, is more desirable.

The use of seatbelts in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and advertising campaigns.

Nationally in 2003-04, 11.2 per cent of people surveyed who had driven in the previous 12 months said they 'sometimes' or more often ('half the time', 'most of the time' or 'always') travelled in a car without wearing a seat belt (unchanged from 2002-03). Across jurisdictions, this proportion ranged from 20.0 per cent in the NT to 8.7 per cent in the ACT. Compared with 2002-03, the use of seatbelts was higher in all jurisdictions except Victoria, WA, SA and Tasmania, which recorded a decline in seat belt use (figure 5.46).

Figure 5.46 **People who had driven in the previous 12 months and ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’) travelled in a car without wearing a seat belt^{a, b}**



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.59.

Degree of speeding

‘Degree of speeding’ is another indicator of the effectiveness of police programs that aim to influence road-user behaviour (box 5.24).

Box 5.24 Degree of speeding

Degree of speeding is included as an outcome indicator of governments’ objective to promote safer behaviour on the road.

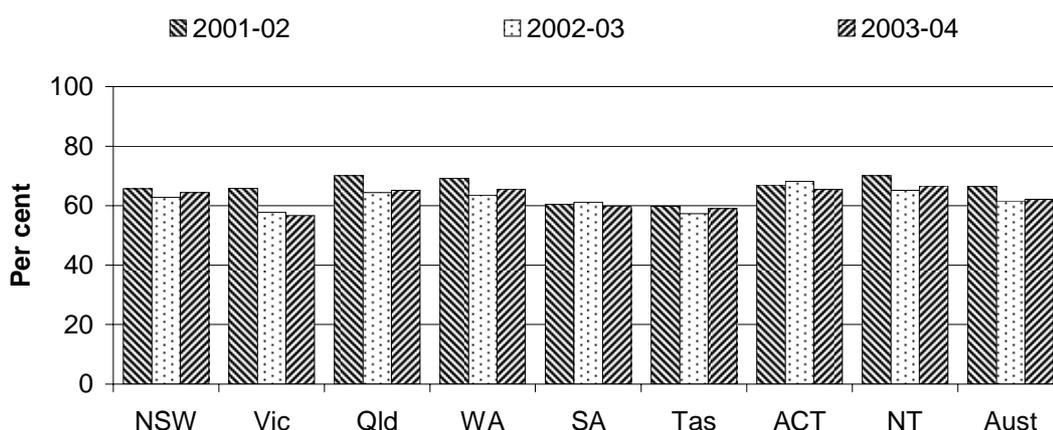
This indicator is defined as the proportion of people who indicated that they had ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’) driven more than 10 kilometres per hour above the speed limit in the previous 12 months.

A lower proportion of people indicating that they had ‘sometimes’ or more often driven more than 10 kilometres per hour above the speed limit in the past 12 months, is more desirable.

Nationally in 2003-04, 62.2 per cent of people surveyed who had driven in the previous 12 months reported travelling more than 10 kilometres per hour above the speed limit ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’). This compares with 61.7 per cent in 2002-03. Across jurisdictions, the proportion in 2003-04 ranged from 66.7 per cent in the NT to 56.6 per cent in

Victoria. Compared with 2002-03, all jurisdictions experienced increases in speeding, except for Victoria, SA and the ACT, which recorded small decreases (figure 5.47).

Figure 5.47 People who indicated that they had driven in the previous 12 months more than 10 kilometres per hour above the speed limit 'sometimes' or more often ('half the time', 'most of the time' or 'always')^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.60.

Driving under the influence

'Driving under the influence' is another indicator of the effectiveness of police programs that aim to influence road user behaviour (box 5.25).

Box 5.25 Driving under the influence

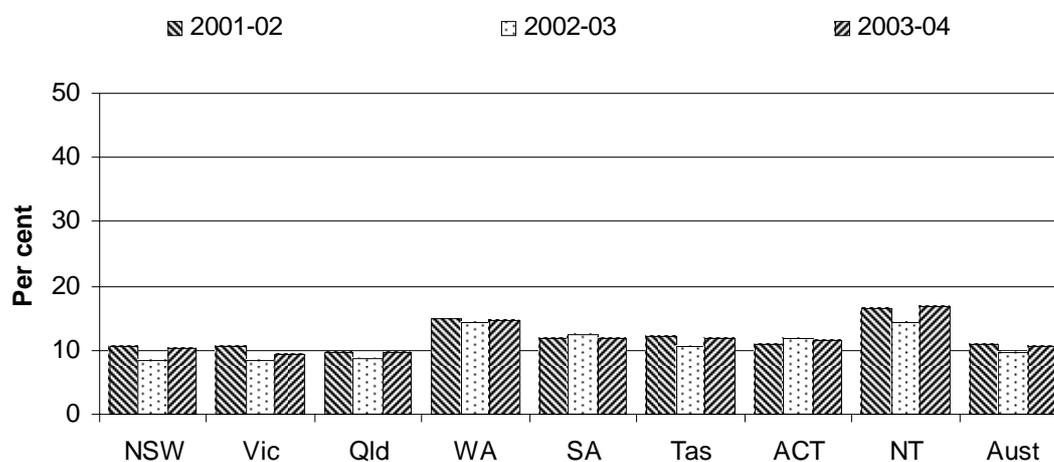
'Driving under the influence' is included as an outcome indicator of governments' objective to promote safer behaviour on the road.

The indicator is defined as the proportion of people who indicated that they had 'sometimes' or more often ('half the time', 'most of the time' or 'always') driven when possibly over the 0.05 alcohol limit in the previous 12 months.

A lower proportion of people who indicated that they had 'sometimes' or more often driven when possibly over the 0.05 alcohol limit in the past 12 months, is more desirable. The prevalence of driving under the influence in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and advertising campaigns.

Nationally in 2003-04, 10.6 per cent of people surveyed who had driven in the previous 12 months indicated that they had ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’) driven when possibly over the 0.05 blood alcohol limit (compared with 9.6 per cent in 2002-03). Across jurisdictions, this proportion ranged from 16.7 per cent in the NT to 9.3 per cent in Victoria. Compared with 2002-03, all jurisdictions except SA and the ACT recorded an increase in the level of drink driving (figure 5.48).

Figure 5.48 People who indicated that they had driven in the previous 12 months when possibly over the 0.05 alcohol limit ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’)^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.61.

Road deaths

‘Road deaths’ is included as an outcome indicator of governments’ objective to promote safer behaviour on the road (box 5.26).

Nationally, there were 1612 road deaths in 2003-04, representing a fall of 81 fatalities from 2002-03. Across jurisdictions, road fatalities ranged from 559 in NSW to nine in the ACT. Road fatalities between 2002-03 and 2003-04 fell in the ACT by 30.8 per cent, the NT by 26.2 per cent, Queensland by 11.8, WA by 9.7 per cent, Victoria by 8.9 per cent and SA by 6.9 per cent. Tasmania and NSW, however, experienced increases of 45.5 per cent and 4.7 per cent respectively over the same period. From 1999-2000 to 2003-04, road fatalities fell in all jurisdictions, except for SA, where the number of fatalities was unchanged, and Tasmania, where there was a slight increase (table 5A.62).

Box 5.26 Road deaths

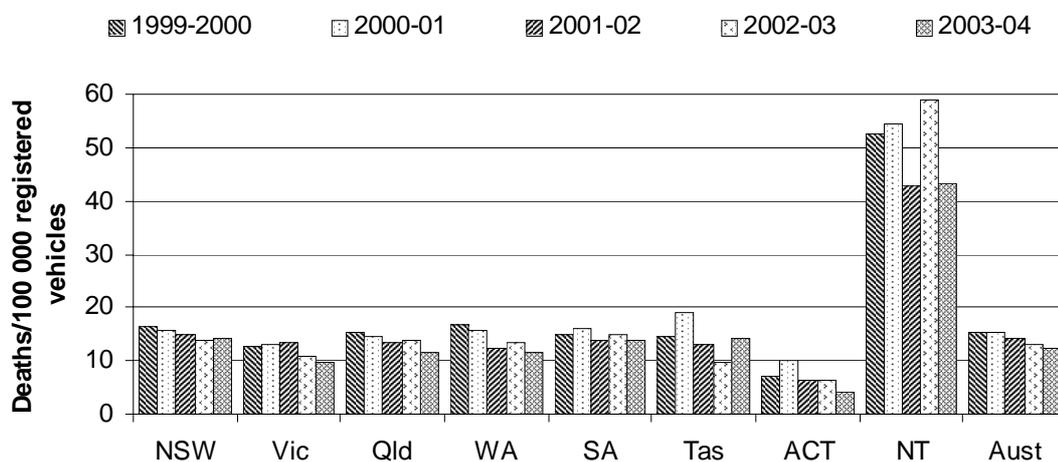
'Road deaths' is included as an outcome indicator of governments' objective to promote safer behaviour on the road. One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

The indicator is defined as the number of road deaths per 100 000 registered vehicles.

A lower rate of road deaths per 100 000 registered vehicles is a more desirable outcome. The rate of road deaths per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and advertising campaigns.

There were 12 road deaths per 100 000 registered vehicles in Australia in 2003-04, ranging from 43 in the NT to four in the ACT. The largest rate fall over the year occurred in the NT, where deaths per 100 000 registered vehicles fell by 16. The largest rate increase in deaths over the year occurred in Tasmania, where deaths per 100 000 registered vehicles increased by four. From 1999-2000 to 2003-04, the number of deaths per 100 000 registered vehicles fell in all jurisdictions, except Tasmania, where the rate remained unchanged (figure 5.49).

Figure 5.49 Road deaths per 100 000 registered vehicles



Source: ATSB, *Fatal Road Crash Database* (accessed 29 September 2004); ABS Cat. no. 9309.0 (unpublished); table 5A.62.

Land transport hospitalisations per registered vehicle

'Land transport hospitalisations per registered vehicle' is another outcome indicator of governments' objective to promote safer behaviour on the road (box 5.27).

Box 5.27 Land transport hospitalisations per registered vehicle

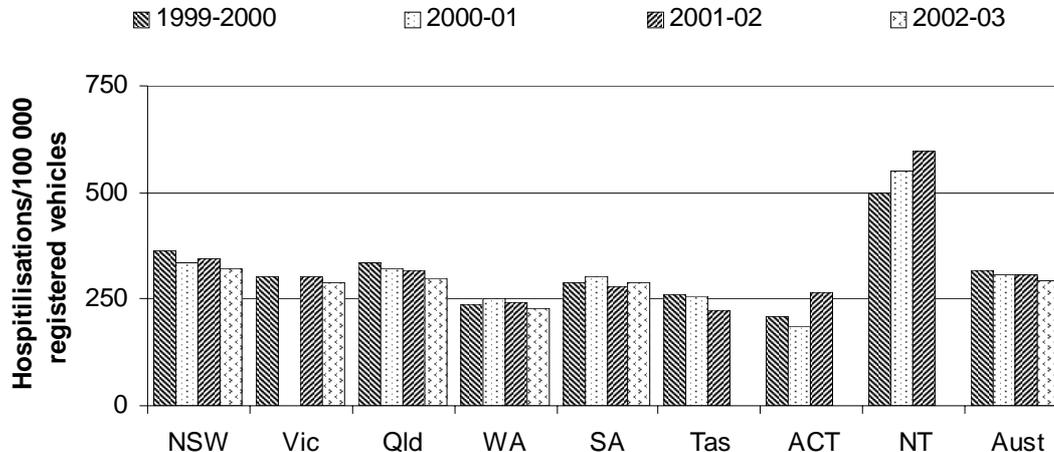
'Land transport hospitalisations per registered vehicle' is included as an outcome indicator of governments' objective to promote safer behaviour on the road.

The indicator is defined as the number of hospitalisations from traffic accidents per 100 000 registered vehicles.

A lower number of hospitalisations from traffic accidents per 100 000 registered vehicles is a more desirable outcome. Hospitalisations from traffic accidents per 100 000 registered vehicles is affected by a number of factors in addition to activities undertaken by police services, such as the condition of roads, driver education and advertising campaigns.

There were 309 land transport hospitalisations per 100 000 registered vehicles in 2002-03 in jurisdictions where data were available, ranging from 319 in NSW to 228 in WA (figure 5.50). The rate of land transport hospitalisations fell in all jurisdictions where data were available, except SA (table 5A.63).

Figure 5.50 Land transport hospitalisations per 100 000 registered vehicles



Source: ABS (unpublished), Cat. no. 9309.0; AIHW (unpublished); table 5A.63.

Perceptions of road safety problems

An important objective of police services is to reassure the public by ensuring the community feels safe in driving and using the roads (box 5.28).

Box 5.28 Perceptions of road safety problems

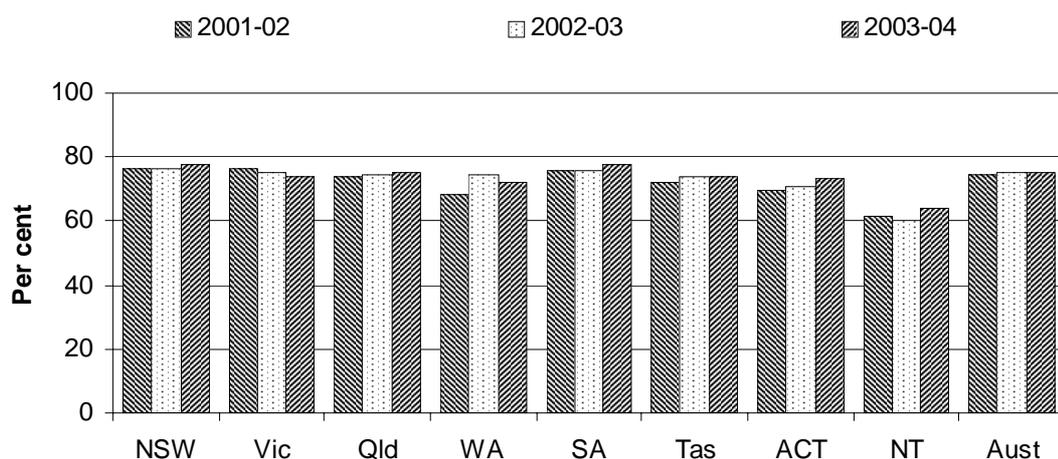
'Perceptions of road safety problems' is included as an outcome indicator of police services' objective to promote safer behaviour on the road.

The indicator is defined as the proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their local area.

A smaller proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their local area, is a more desirable outcome. Perceptions of road safety may not reflect actual levels of road safety, however, many factors (including individual experiences and media reporting) may influence people's perceptions of road safety.

Nationally in 2003-04, 75.3 per cent of people surveyed believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their local area (unchanged from 2002-03). Across jurisdictions, this proportion ranged from 77.6 per cent in SA to 63.7 per cent in the NT (figure 5.51). Compared with 2002-03, the perception of problems associated with local driving behaviour rose in all jurisdictions, except Victoria and WA, which experienced small decreases, and Tasmania, which had no change (table 5A.43).

Figure 5.51 Proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their local area^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for later years are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contain some minor weighting errors.

Source: ACPR (unpublished); table 5A.43.

5.7 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:

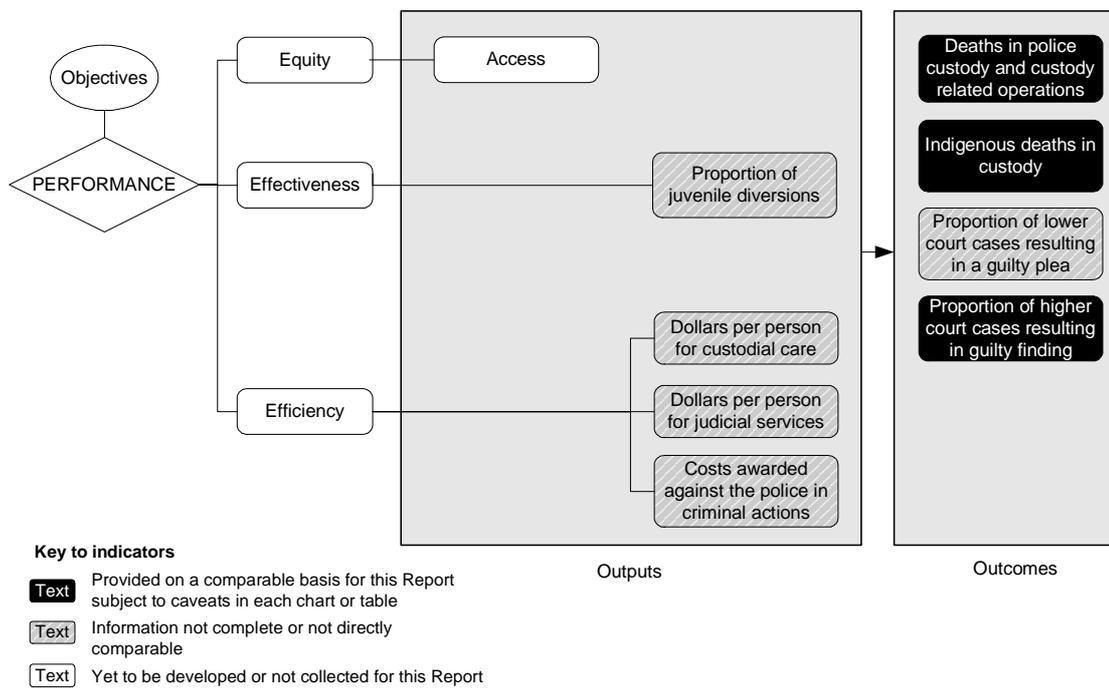
- preparing briefs
- presenting evidence at court
- conducting court and prisoner security.

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

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that include the proportion of court cases resulting in guilty pleas or guilty findings, and the effectiveness of police in diverting offenders from the criminal justice system. The performance indicator framework shows which data are comparable in the 2005 Report (figure 5.52). For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.52 Performance indicators for services to the judicial process



Key performance indicator results

Outputs

Equity — access

The Steering Committee has identified equity and access for services to the judicial process as a key area for development in future reports (box 5.29).

Box 5.29 Performance indicator — access

An output indicator of governments' objective to facilitate equitable access for people with special needs for services to the judicial process has yet to be developed.

Effectiveness — proportion of juvenile diversions

'Proportion of juvenile diversions' is as an outcome indicator of governments' objective to achieve efficient and effective court case management for judicial processing (box 5.30).

Box 5.30 Proportion of juvenile diversions

'Proportion of juvenile diversions' is included as an outcome indicator of governments' objective to support the judicial process to achieve efficient and effective court case management.

The indicator is defined as the number of 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. A higher proportion of juvenile diversions represents a more desirable outcome.

When police apprehend offenders, they have a variety of options available. They 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). Diversionary mechanisms include cautions and attendances at community and family conferences. These options can be beneficial 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.

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). Excluded are 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, those issued with warnings or infringement notices).

This indicator does not provide information on the relative success or failure of these diversionary mechanisms.

The proportion of juvenile offenders undergoing diversionary programs ranged from 56 per cent in Tasmania to 30 per cent in Victoria in 2003-04 (table 5A.67). Across all jurisdictions, the proportion of juvenile diversions in 2003-04 was similar to that in 2002-03 (table 5.1).

Table 5.1 Juvenile diversions as a proportion of juvenile offenders (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld^b</i>	<i>WA^c</i>	<i>SA^d</i>	<i>Tas</i>	<i>ACT</i>	<i>NT^e</i>
1999-2000	na	32	43	41	53	50	36	na
2000-01	51	na	44	45	53	59	48	80
2001-02	57	30	44	44	49	68	51	57
2002-03	56	31	44	44	54	57	45	49
2003-04	54	30	45	39	55	56	43	44

^a 'Juvenile diversion' is defined in box 5.30. ^b For Queensland, data also include cautions and community conferences. ^c Data for WA are for calendar years, not financial years. 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. ^d For SA, 2002-03 data include figures from the first full year of operation of the SA Drug Diversion Initiative. Diversions include diversion by way of formal cautioning by police, and family conferences. ^e For the NT, data also include verbal warnings. **na** Not available.

Source: State and Territory governments (unpublished); table 5A.67.

Efficiency — dollars per person for judicial services

'Dollars per person for judicial services' is an indicator of the efficiency of governments in delivering services to the judicial process (box 5.31).

Box 5.31 Dollars per person for judicial services

'Dollars per person for judicial services' is included as an output indicator of governments' objective to undertake activities associated with police services to the judicial process in an efficient and effective manner.

The indicator is defined as expenditure per person (adjusted for inflation) on police services to the judicial process.

Lower expenditure per person for police judicial services is generally more desirable.

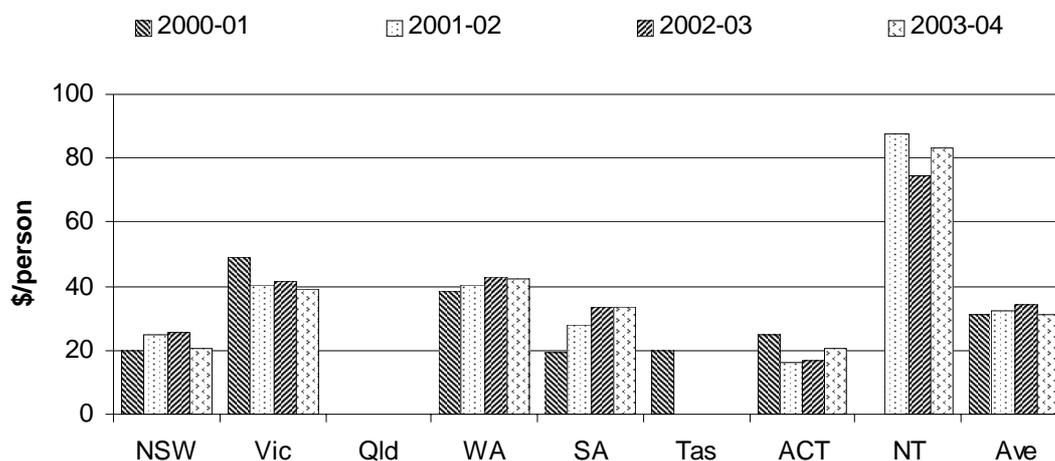
Efficiency data are difficult to interpret, however. While high expenditure per person may reflect poor efficiency, it may also reflect aspects of the service or characteristics of the policing environment (such as highly effective services or challenging judicial situations). Similarly, low expenditure per person may reflect efficient police services, alternatively it may reflect lower quality or less challenging judicial situations. Efficiency data thus needs to be always interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Nationally, of the jurisdictions able to provide data in 2003-04, estimated expenditure on services to the judicial process was \$31 per person. Across jurisdictions, it ranged from \$83 per person in the NT to \$21 per person in both NSW and the ACT (figure 5.53). Nationally, expenditure on judicial processes as a proportion of total police expenditure per person was 11.7 per cent. As a proportion

of each jurisdiction's total police expenditure, it ranged from 16.0 per cent in Victoria to 7.6 per cent in the ACT (table 5A.15).

While comparisons can be made with the previous year's data, care needs to be taken, because the methods employed may have changed. The largest increase in real expenditure on services to the judicial process from 2002-03 to 2003-04 occurred in the NT (a rise of \$8 per person from \$75 to \$83). The largest decrease was in NSW (a fall of \$4 per person from \$25 to \$21). Nationally, real expenditure on services to the judicial process decreased by \$3 per person (from \$34 to \$31) (table 5A.68).

Figure 5.53 Real expenditure per person (less payroll tax) on services to the judicial process (2003-04 dollars)^a



Ave = the weighted average of those jurisdictions that provided data. ^a 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 mix of activities undertaken within each of the common SDAs.

Source: State and Territory governments (unpublished); table 5A.68.

Efficiency — costs awarded against police in criminal actions

Another indicator of the efficiency with which police undertake activities associated with the judicial process is 'costs awarded against police in criminal actions' (box 5.32.)

Box 5.32 Costs awarded against police in criminal actions

'Costs awarded against police in criminal actions' is included as an output indicator of governments' objective to undertake activities associated with police services to the judicial process in an efficient manner.

This indicator is defined as the costs (adjusted for inflation) awarded against police in criminal actions.

Lower costs awarded against police in criminal actions is more desirable. Court costs are generally 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.

Of those jurisdictions that provided data in 2003-04, the ACT had the highest costs per person awarded against the police (66 cents per person in the population) and Queensland had the lowest (3 cents per person in the population) (table 5.2).

Table 5.2 Real costs awarded against the police in criminal actions (2003-04 dollars)^a

	<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</i>
Total costs									
1999-2000	\$'000	na	1 408	208	421	398	24	192	na
2000-01	\$'000	535	na	167	491	323	4	104	na
2001-02	\$'000	552	1278	219	572	532	10	121	na
2002-03	\$'000	691	1027	174	608	477	na	177	na
2003-04	\$'000	589	1627	105	529	478	na	214	14
Total costs per person									
1999-2000	\$	na	0.30	0.06	0.23	0.27	0.05	0.62	na
2000-01	\$	0.08	na	0.05	0.26	0.21	0.01	0.33	na
2001-02	\$	0.08	0.27	0.06	0.30	0.35	0.02	0.38	na
2002-03	\$	0.10	0.21	0.05	0.32	0.31	na	0.55	na
2003-04	\$	0.09	0.33	0.03	0.27	0.31	na	0.66	0.07

^a Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law. **na** Not available.

Source: State and Territory governments (unpublished); table 5A.69.

Outcomes

Deaths in police custody and custody-related operations, and Indigenous deaths in custody-related operations

‘Deaths in custody and custody-related operations’, and ‘Indigenous deaths in custody’ are outcome indicators of governments’ objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders (box 5.33).

Box 5.33 Deaths in custody and custody-related operations, and Indigenous deaths in custody

‘Deaths in custody and custody-related operations, and ‘Indigenous deaths in custody’, are included as outcome indicators of governments’ objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders.

The indicators are defined as the number of non-Indigenous and Indigenous deaths in police custody and custody-related operations.

For both indicators, a lower number of deaths in custody and custody-related operations is a better outcome.

Nationally, there were 19 deaths in police custody and custody-related operations in 2002 (down from 31 in 2001). This total comprised 13 non-Indigenous deaths and six Indigenous deaths. Across jurisdictions, the number of non-Indigenous deaths ranged from six deaths in NSW to no deaths in SA, the ACT and the NT (table 5.3). Three jurisdictions recorded Indigenous deaths in 2002 — NSW (three deaths), the NT (two deaths) and WA (one death). Nationally, the death rate per 100 000 people over the period 1998–2002 was 0.66. Across jurisdictions, the rate ranged from 4.62 in the NT to 0.21 in Tasmania (with the ACT recording no deaths over the period) (table 5.3).

Table 5.3 Deaths in police custody and custody-related operations^a

	<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^b</i>
Non-Indigenous deaths									
1998	9	7	2	1	–	–	–	–	19
1999	4	4	3	2	2	–	–	4	19
2000	12	1	2	1	4	–	–	–	20
2001	15	5	4	1	1	–	–	–	26
2002	6	1	3	2	–	1	–	–	13
Indigenous deaths									
1998	2	–	1	1	–	–	–	2	6
1999	1	–	1	3	–	–	–	1	6
2000	2	–	1	1	1	–	–	–	5
2001	–	–	–	2	3	–	–	–	5
2002	3	–	–	1	–	–	–	2	6
Total deaths									
1998	11	7	3	2	–	–	–	2	25
1999	5	4	4	5	2	–	–	5	26
2000	14	1	3	2	5	–	–	–	25
2001	15	5	4	3	4	–	–	–	31
2002	9	1	3	3	–	1	–	2	19
Total 1998–2002	54	18	17	15	11	1	–	9	126
Rate per 100 000 people (1998–2002) ^c									
	0.83	0.38	0.48	0.80	0.73	0.21	–	4.62	0.66

^a 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 are attempting to detain a person, such as pursuits). ^b Includes one AFP death in custody in 1999. ^c Rate calculated by using the average population during 1998–2002. – Nil or rounded to zero.

Source: AIC (various years), *Deaths in Custody, Australia*; table 5A.65.

Outcomes of court cases

The police assist the judicial process in a variety of ways, including 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.

Two sources are used to provide data on the outcomes of court cases for the 2005 Report:

- *ABS Criminal Courts collection* — the source used for the first time in the 2004 Report to provide data on higher court cases for all jurisdictions.
- Jurisdiction data — lower court cases data based on Magistrates' criminal court data provided by each jurisdiction.

It is anticipated that future reports will include comparable ABS data for both higher and lower courts.

Proportion of lower court cases resulting in a guilty plea

The 'proportion of lower court cases resulting in a guilty plea' is one outcome indicator of governments' objective to support the judicial process (box 5.34).

Box 5.34 Proportion of lower court cases resulting in a guilty plea

'Proportion of lower court cases' resulting in a guilty plea is included as an outcome indicator of governments' objective to support the judicial process to achieve efficient and effective court case management for judicial processing.

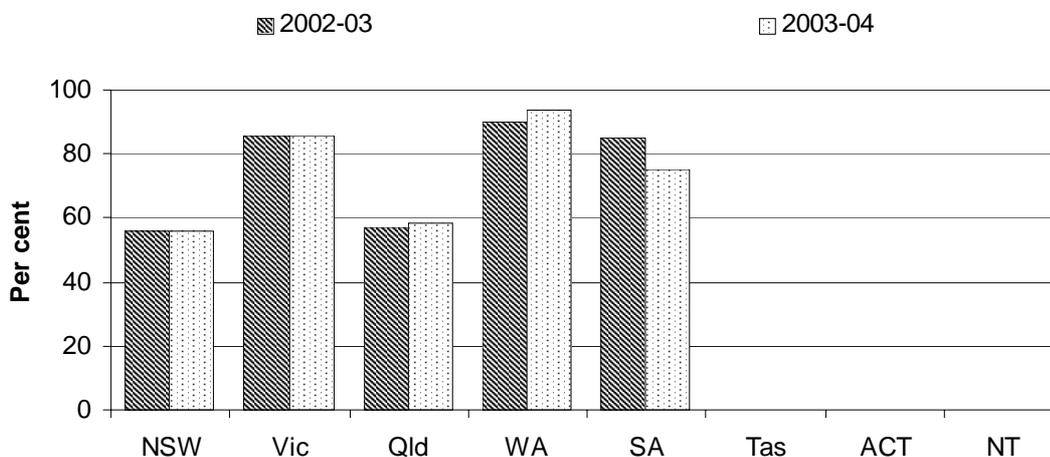
The indicator is defined as the number of lower court cases resulting in a guilty plea, as a proportion of the total number of lower court cases.

A higher proportion of lower court cases resulting in a guilty plea is a more desirable outcome.

This indicator does not provide information on the number of cases where police have identified a likely offender but choose not to bring the case to trial due to a number of factors. It also does not provide information on the number of minor offences where defendants opt for a guilty plea due to a variety of factors.

Of the five jurisdictions that provided data, the proportion of lower court cases resulting in a guilty plea in 2003-04 ranged from 94.0 per cent in WA to 56.0 per cent in NSW (figure 5.54). Data should be treated with caution, however, as data are not directly comparable across jurisdictions.

Figure 5.54 Proportion of lower court cases resulting in a guilty plea^{a, b, c, d, e, f, g}



^a Data are not comparable across jurisdictions. ^b Lower court cases data are based on magistrates' criminal court data provided by each jurisdiction. ^c Data for NSW relate to calendar years. ^d For Queensland, the Queensland Wide Interlinked Courts database is unable to provide information consistent with the data dictionary — for example, 'no plea' includes ex-parte cases that are not recorded as a finding of guilty in this Report. ^e For WA, the proportion of lower court cases resulting in a guilty plea is based on the number of guilty pleas expressed as a percentage of the sum of guilty pleas and matters listed for trial. Data include cases that have been placed before the Children's Court and the Court of Petty Sessions throughout the State by the police service and may also include a small number of cases placed before the Christmas Island Court by the AFP. Criminal cases placed before the district and supreme courts are not included. ^f For SA, data for 2003-04 refer to prosecutions finalised. The figure relates to a percentage of the total number of defendants appearing before a court. The court jurisdiction includes the Magistrates and the Youth Court. The percentage figure is a combination of both a guilty plea and a result of a guilty verdict, that is, the defendant was convicted, a charge was found proved without conviction or a charge was found proved with some other penalty/outcome. ^g Lower court data were not available for Tasmania, the ACT or the NT.

Source: State and Territory governments (unpublished) ; table 5A.66.

Proportion of higher court cases resulting in a guilty plea or finding

The 'proportion of higher court cases resulting in a guilty plea or finding' is another outcome indicator of governments' objective to support the judicial process (box 5.35).

Box 5.35 Proportion of higher court cases resulting in a guilty plea or finding

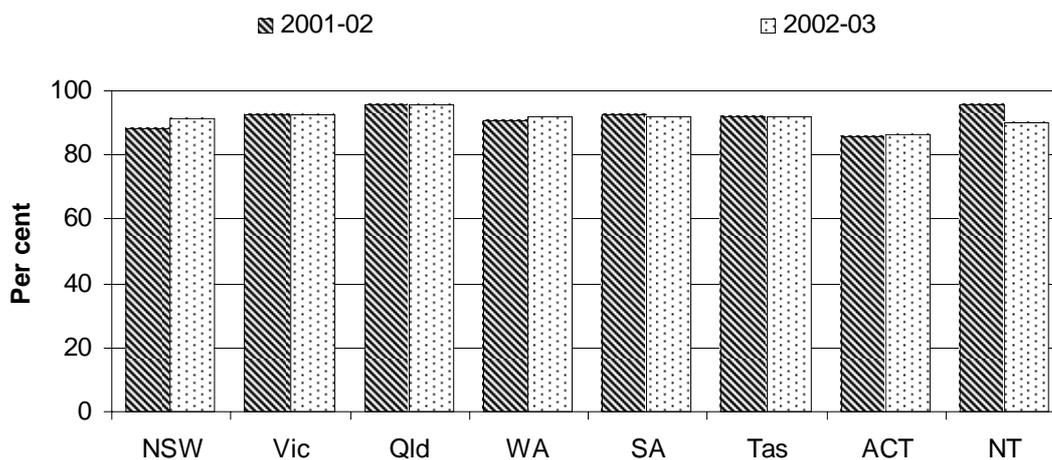
‘Proportion of higher court cases resulting in a guilty plea or finding’ is included as an outcome indicator of governments’ objective to support the judicial process to achieve efficient and effective court case management for judicial processing.

The indicator is defined as the number of higher courts finalised defendants who either submitted a guilty plea or were found guilty, as a proportion of the total number of higher courts finalised defendants.

A higher proportion of higher courts finalised defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome. This indicator does not provide information on the number of cases where police have identified a likely offender, but choose not bring the case to trial due to a variety of factors.

In 2002-03, the proportion of higher courts finalised defendants who either submitted a guilty plea or were found guilty ranged from 95.6 per cent in Queensland to 86.6 per cent in the ACT (figure 5.55). Compared with 2001-02, the proportion of cases with a guilty plea or finding increased in NSW and WA, decreased in the NT and remained relatively unchanged in other jurisdictions.

Figure 5.55 Proportion of higher courts finalised defendants who either submitted a guilty plea or were found guilty^{a, b}



^a All jurisdictions’ data include guilty findings and guilty pleas. ^b A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS (various years), Cat. no. 4513.0; table 5A.66.

5.8 Other services provided by police

Where possible, all jurisdictions have provided data on 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). In some instances, jurisdictions cannot allocate particular activities or costs to the four SDAs already reported in this chapter, so 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 (see table 5A.10).

For this Report, only Victoria (\$4.37 per person), Queensland (\$6.75 per person), and WA (\$7.39 per person) have included expenditure under this SDA (table 5.4). As a proportion of each jurisdiction's total police expenditure in 2003-04, 'other services' represented 2.7 per cent of Queensland expenditure, 2.5 per cent of WA expenditure and 1.8 per cent of expenditure in Victoria (table 5A.15).

Table 5.4 **Real expenditure per person (less payroll tax) on 'other services' (2003-04 dollars)^a**

	<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>Ave</i>
2000-01	–	–	na	6.61	–	–	5.17	na	0.91
2001-02	–	–	na	5.74	–	na	2.24	–	0.74
2002-03	–	–	6.66	6.89	–	na	2.41	–	2.02
2003-04	–	4.37	6.75	7.39	–	na	–	–	3.18

Ave = the weighted average of those jurisdictions that provided data. ^a 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 mix of activities undertaken within each of the common SDAs. **na** Not available. – Nil or rounded to zero.

Source: State and Territory governments (unpublished); table 5A.70.

5.9 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 5A.1–5A.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 agencies. Differences in the techniques for measuring non-current physical assets (such as valuation methods) may thus 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 are relatively small, because capital costs represent a relatively small proportion of total cost. A key message from the study is that the adoption of nationally uniform accounting standards across all service areas would be a desirable outcome from the perspective of the Review. (The study results are discussed in more detail in chapter 2.)

5.10 Future directions in performance reporting

Over recent years, the Review has examined more robust and suitable ways in which to measure levels of efficiency in the services that police jurisdictions provide to the community. Community safety and support, and road safety and traffic management have been identified as two areas in which initial developmental work can be undertaken. 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 person for each SDA. These are considered to be only partial efficiency measures, given to the absence of agreed output measures.

Policing services are often delivered contemporaneously, covering a single SDA or even extending over several SDAs. Police response to a call for service, for example, 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.

As a result, the Review is examining alternative methods for developing efficiency indicators. The approach is to identify issues of prime importance and the activities required to address them. Measures can then be made of the time and 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

The Review has identified the following key areas of prime community concern:

- response capability — that police are contactable and attend as necessary
- family (domestic) violence — that police attend in a timely manner, ensure victim safety and follow up
- street and public order — that police patrol designated ‘hot spots’, care for intoxicated people 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 the efficiency of communications operations
- cost of domestic violence/domestic violence victims — a measure of the efficiency of police domestic violence services
- cost of response service/(weighted) calls attended — a measure of the efficiency in response capability
- cost of targeted street patrols/weighted actions — a measure of the efficiency in public order.

The Police Practitioners Group and the Review continue to explore the potential indicator ‘cost of response service/number of calls dispatched in the metropolitan areas’, and have now collected trial data from all jurisdictions, which are currently being examined.

Road safety and traffic management

The police, in partnership with other key stakeholders, play an instrumental part in road safety and traffic management. Generally, traffic fatality statistics are the most common method used to assess the effectiveness of road safety strategies because they allow for comparative benchmarking and are readily understood by the wider community.

For some time, the Review has been exploring efficiency indicators for road safety and traffic management. Across jurisdictions, specific activities that contribute to the achievement of road safety are consistent. A measure using one of these activities — such as the number of collisions attended — may be used to determine a unit cost and may be a partial efficiency indicator. Such a measure, however, would require a standardised framework for measuring the total cost of road safety and traffic management, and for defining and counting collisions that police attend.

Also, due to the partial nature of the measure, as effectiveness increases (a decrease in collisions), efficiency decreases (an increase in cost per collision).

A possible measure using data collected from the NSCSP has also been considered. It would use information from the NSCSP Survey on the number of traffic related police contacts that respondents have during the year. The advantage of this measure is that the definition of traffic related contacts is consistent. However, definitions for the cost of providing road safety and traffic management are not consistent across jurisdictions. Another limitation of this measure is the methodology of the survey, which samples and 'weights' responses for demographic considerations. This method means that weighted traffic contacts, rather than actual contacts, are counted, which may over estimate the total number. The method also has inconsistent sampling errors across jurisdictions that may bias the results. Further as with the previous measure, as effectiveness increases, efficiency decreases.

Difficulties in determining efficiency indicators for road safety and traffic management include the difficulty of developing measures that are consistently and accurately defined and recorded across all jurisdictions. Compounding this difficulty, determining a measure that reflects the entire range of service delivery remains a challenge. The Review will continue to examine potential road safety and traffic management indicators as part of the 2006 Report process.

Other future developments

The Police Practitioners Group and the Review continue to maintain a watching brief on ABS progress in developing a judicial support indicator 'cost of judicial support SDA/number of offenders' (ABS offender-based statistics). This indicator is perceived as an interim measure, with a target date for the 2006 Report. The Review also continues to explore the potential indicator 'cost of crime investigation SDA/number of cases initiated'.

5.11 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter. Appendix A contains data that may assist in interpreting the performance indicators presented in this chapter. These data cover a range of demographic and geographic characteristics, including age profile, geographic distribution of the population, income levels, education levels, tenure of dwellings and cultural heritage (such as Indigenous and ethnic status).

New South Wales Government comments



The mission of NSW Police is ‘police and community working together to establish a safer environment by reducing violence, crime and fear.’ The primary focus is on reducing crime and the community’s fear of crime-related problems. The development of local solutions to local problems, to ensure all people can freely enjoy their lawful pursuits, is undertaken in partnership with the community and government and non-government agencies.

Local Area Commands (LACs) are at the heart of service delivery. Performance at the State level is an accumulation of LACs and reflects the actions taken locally. However, the achievement of results, including reducing crime and improved community satisfaction, is influenced by many other factors other than NSW Police activity.

The last few years have shown significant reductions in almost all categories of recorded crime in most states. Police are reliant on victims and others reporting crime as the primary source of information. Reports of crime are recorded by police on internal administrative systems. However, the systems used and recording practices of the jurisdictions can be vastly different and the comparison of interstate crime rates is not recommended.

LACs are encouraged to engage in internal benchmarking, against past trends and in comparison to other LACs. At the State level, however, comparison with other states and territories is considered less useful, as the information is neither timely nor sufficiently consistent to be used operationally.

Crime victim surveys are one method of testing whether the apparent trend from recorded crime is ‘real’. The US Crime Victimization Survey has been conducted annually for the last 30 years and annual crime victim surveys are run in the UK. In Australia, Crime and Safety Surveys have been conducted annually in NSW since 1990, but national information is only available for 1993, 1998 and 2002. The victim surveys also provide additional measures, such as the reporting rate and therefore allow examination of whether community education programs and other efforts have elicited a change in reporting behaviour which might be the genuine cause of differences observed in Recorded Crime.

Community concern and opinion regarding policing are also important to police and accordingly the National Community Satisfaction with Policing Survey provides a basis of assessing performance. Police action, however, is not the sole determinant of public perception and the influence of media reporting and indeed film and TV cannot be discarded.



Victorian Government comments

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January 2004 saw the formal launch of The Way Ahead Strategic Plan 2003–2008. This will provide a clear focus for Victoria Police and is aimed at enhancing its capability and effectiveness in the face of rapidly increasing and diversified community demands and challenges. Through implementation of the strategies and initiatives outlined in The Way Ahead, Victoria Police aims to provide intelligent and confident policing focused on the development of partnerships and building community capacity that empowers individuals to build a safer Victoria.

In 2003-04, the overall recorded crime rate in Victoria, as measured per 100 000 population, fell by 7.3 per cent. In two areas of particular concern to the Victorian community, home burglary and theft of motor vehicles, the reductions achieved were 9.1 per cent and 18.2 per cent respectively. Safety on Victorian roads continued to improve, with 33 fewer deaths than in the previous year – making it the lowest road toll on record for the second successive year.

Additionally, the National Survey of Community Satisfaction with Policing (NSCSP) indicated that 89.2 per cent of Victorians felt safe or very safe out and about in their own neighbourhood and 74.5 per cent of Victorians were satisfied or very satisfied with their local policing services.

The Way Ahead was produced following an extensive process of community and workforce consultation. One of the most important issues constantly underlined by this consultation process was that communities want policing services that are sensitive to local needs and priorities. In Victoria, this tailoring of services to meet local needs and priorities has been achieved through the implementation of the Local Priority Policing initiative, which is now thoroughly embedded in the way services are delivered to the community. Following the State-wide roll out of The Way Ahead, Victoria has also introduced a process of performance evaluation and analysis through bi-annual Compstat Forums.

Compstat Forums focus on the four key performance measures from The Way Ahead, together with a range of other corporate performance indicators. In 2004, local level data from the NSCSP is being used as part of that performance evaluation framework. Each Division participates in two Forums a year. These Forums are gradually being extended throughout Victoria Police, including into specialist support and corporate service areas, to drive performance improvement and the adoption of identified best practice.

Momentum for focused change and improvement in Victoria Police has been further enhanced by the outcomes of an independently conducted financial and management accountability review. The recommendations from the review have been used to generate improvements in corporate governance arrangements, management practices and accountability frameworks.

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Queensland Government comments



The Queensland Police Service delivers policing services to a population of almost four million Queenslanders dispersed across a land mass of 1.7 million square kilometres, or around one quarter of Australia.

Throughout 2003-04 the Police Service continued with its major commitment to accountability and proactive performance management aimed at continuous improvement in service delivery. The further development of Operational Performance Reviews across 29 police districts, State Crime Operations Command, Operations Support Command and more recently in selected corporate support areas has enabled the Queensland Police Service to respond effectively to the Queensland Government policy objective of achieving *Safe and Secure Communities* for people in Queensland.

The Service's Annual Statistical Review 2003-04 again recorded some decreases across the reported offences. For example, the unlawful use of motor vehicles and unlawful entry into premises, including dwellings and shops, decreased in comparison to the previous year. At the same time, police identified increased instances of handling stolen goods, an offence often closely linked to the unlawful entry of premises. There was an increase in the total number of Offences Against the Person reported in the 2003-04 financial year. However, there was a decrease in homicide, assaults and robbery.

The Service is developing strategies in support of the Government's priority of *Protecting our children and enhancing community safety*. The Police Service is committed to implementing the recommendations of the Crime and Misconduct Commission report: *Protecting Children: An Inquiry into Abuse of Children in Foster Care* and the Government's Child Protection Blueprint. Additional Government funding will allow for the establishment of a Coordination Support Unit, under the authority of a Superintendent (Child Safety Director), within State Crime Operations Command, to implement and monitor the Service's role and also provide for the deployment of an additional 50 Juvenile Aid Bureau officers in the Service by September 2005.

The Service has continued to expand its Police Beat and Police Shopfront programs. In addition, Tactical Crime Squads have been established at Oxley, North Brisbane and Mt Isa Districts.

The Government introduced new powers for police. The *Terrorism (Community Safety) Amendment Act 2004* gives police greater surveillance powers and the capacity to call on the assistance of interstate and federal police in the event of a terrorist incident.

Forensic facilities were upgraded to allow the Service to apply for accreditation by the National Association of Testing Authorities (NATA) during 2004. This accreditation will provide formal recognition that the Service meets international standards in performing forensic examinations. The Radio Electronics Calibration Laboratory received NATA accreditation in chemical testing for breath analysis instruments, and electrical testing for speed measuring devices.



Western Australian Government comments

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The final report of the Kennedy Royal Commission (Royal Commission) was publicly released following tabling in Parliament in March 2004. The Royal Commission provided the opportunity for the Western Australia Police Service (WA Police Service) to acknowledge both its achievements and areas for improvement, to rethink its priorities, as well as to unveil and address pockets of corrupt activity. A number of proactive and preventative strategies have already been adopted or are being actioned. Coinciding with the conclusion of the Royal Commission, an internal Reform Coordination Team was established for the purpose of analysing the report findings and developing a plan of works that will form the basis of ongoing reform.

An immediate priority has been to implement strategies to drive the importance of *Frontline First*, in providing improved core policing services to the community and ensuring adequate frontline resources to cope with policing demands.

Frontline First will shape all that the WA Police Service does in the year ahead and this philosophy encompasses many aspects. It provides a focus on responsive, accessible and professional service delivery; on improving the community's trust and confidence in their police service; on the importance of obligations as part of the whole-of-government approach and on the reforms emanating from the Royal Commission.

The WA Police Service's pledge to addressing family and domestic violence continues to be enhanced in line with a whole-of-government approach prompted by the Gordon Inquiry, which especially identified a lack of adequate services to members of remote Aboriginal communities. Strategic and operational changes have been made within the agency to improve the coordination and accountabilities for the management of family violence and child protection.

Considerable focus is now on the development of a new Strategic Plan which will lead to a corruption-resistant culture, identification of the appropriate number and mix of police and public service officers to meet frontline requirements, and enhancement of supervisory, management and leadership capabilities.

Implementation of the WA Government's Burglary Reduction Strategy has contributed to a 14.9 per cent decrease in the number of burglary offences recorded in 2003-04 compared with the previous year. WA also recorded decreases in sexual assault, threatening behaviour, non-aggravated robbery, motor vehicle theft, theft, arson, property damage and drug possession offences. In addition, the rate of offences cleared improved for homicide, threatening behaviour, deprivation of liberty, non-aggravated robbery, burglary, motor vehicle theft, receiving/illegal use and property damage.

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South Australian Government comments

“ An important new government feature in 2004 has been the introduction of South Australia’s Strategic Plan—Creating Opportunity; which recognises that successful economies are based on strong, inclusive communities. South Australia Police (SAPOL) contribute to a central component of the Plan (‘Safe and Secure Communities’), by providing police services that support a safe and secure environment as the foundation for all community wellbeing and prosperity.

Community safety underpins the delivery of our core policing functions, and as part of being responsive to community needs and expectations, SAPOL has maintained a focus on State security issues as an organisational priority. Effort has been expended on reassuring the public through the continued targeted investigations of the joint SAPOL and Australian Federal Police Counter Terrorism Team and the redevelopment of the Police Operations Centre, to ensure effective management of state, national, or international terrorist incidents aimed at Australian interests.

In 2003-04, guided by the organisational framework of the Future Directions Strategy 2003–2006, SAPOL has continued to demonstrate a capacity to provide a high standard of service delivery to the community. Once again, the community response to the delivery of policing services was very positive, with 85.6 per cent of South Australians having confidence in their police.

Policing services continued to be effectively delivered through fourteen Local Service Areas (Core Structures), established across the State as an integral part of the South Australia Policing Model in the Future Directions Strategy. Local Service Areas provide accountable, responsive and flexible local services, that are also able to work together and call on specialist central support resources to achieve broader community safety outcomes.

A Crime Reduction Strategy is also an important component of the South Australia Policing Model. A continuing decline in the total number of crimes reported by victims in both 2002-03 and 2003-04, reflects the success of this strategy and illustrates SAPOL’s commitment to the Future Directions Strategy mission statement of ‘Working together to reassure and protect the community from crime and disorder’.

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Tasmanian Government comments

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Results from the National Survey of Community Satisfaction with Policing confirmed that Tasmania Police continues to perform well across a range of national performance measures. Tasmania was below the national average in all nine major offence categories, with one of the best crime clearance rates in the country. Total offences decreased by 15 per cent, following a 6 per cent decrease the previous year. Contributing to these results was a substantial decrease of 17 per cent in property crime. Crimes against the person increased slightly by 1.5 per cent, lower than the 4 per cent increase the previous year. This increase was substantially due to rises in the reporting of assaults, a significant percentage of which were family violence incidents in private homes. However, public place assaults were down by 6 per cent. Crime clearance rates continued their improvement for the fifth year, with 38 per cent of all crime offences cleared. Ninety-one per cent of person offences were solved, with 29 per cent of property offences being cleared.

The same survey reveals that Tasmanians continued to hold their police in high regard and viewed them as being honest and trustworthy. Significantly, 80 per cent of those surveyed expressed satisfaction with their most recent contact with police. Tasmanians also continued to feel safe in their homes and in public places.

A major driver for Government policy is the whole-of-community Tasmania *Together* plan. In keeping with this, Tasmania Police commenced a number of major initiatives this year, including Safe at Home, Community Support Panels and Inter-Agency Information Sharing Protocols.

Safe at Home is a new whole-of-government integrated response and intervention approach designed to reduce the incidence of family violence. Tasmania Police will have a major management role in a strategy that is based on a pro-arrest, pro-charge, pro-prosecution policy by police with strong emphasis given to protecting the safety and wellbeing of victims. Complementing their law enforcement role, police will now receive special training to assist with victim support and case management.

The Tasmanian Government also continued funding for U-Turn, the ‘best practice’ diversionary program for young people who have been involved in, or who are at risk of being involved in, motor vehicle theft.

A whole-of-government initiative being managed as a project by Tasmania Police involves the development of Inter-Agency Protocols for Information Sharing for ‘at risk’ young people to improve identification of young peoples’ issues and more effective provision of early and integrated intervention programs.

Earlier this year, Tasmania jointly hosted Australia’s largest and most ambitious counter-terrorism exercise. An outstanding success, this involved extensive planning prior to the five-day event and, for the first time, fully tested the nation’s response to a national terrorist threat.

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Australian Capital Territory Government comments

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The 2003-04 year saw the continued implementation of long term, intelligence driven, property crime reduction strategies in the ACT. Analysis of crime trends conducted prior to the introduction of *Operation Halite*, highlighted the resurgent nature of property crime patterns in the Territory and particularly drew attention to the fact that the results of short term targeted operations were unsustainable into the long term due to the drain on human and financial resources.

During the first half of 2003-04 total offences levels in the Territory were high with projections indicating that end of year offence total would be greater than those recorded in 2002-03. As a result ACT Policing launched a number of targeted initiatives in the second half of the year which operated in support of the *Halite* concept to inundate the crime problem in the ACT and attack it simultaneously from a number of perspectives. The total number of offences reported in the ACT consequently fell by just over 10 per cent in 2003-04.

Since *Operation Halite* commenced on 28 October 2002, the average weekly burglary rate has fallen from 142 to 110 offences. Motor vehicle theft offences continued to fluctuate through the year with the most significant reductions occurring late in 2003-04 following the introduction of the targeted initiatives mentioned above. End of year results showed an overall reduction of seven percent in this offence category.

While these results are positive, of concern to police over this period has been the increasing evidence of growth in a range of emergent crime types and criminal methodologies in the ACT. Of particular note has been the recent prevalence in organised crime groups involved in the growth and large scale distribution on hydroponically grown cannabis. Increasingly sophisticated criminal networks have been detected in the ACT some of which have clear links to larger scale operations in other Australian and international jurisdictions. The development of organised crime elements in the ACT presents new challenges for traditional policing methodologies. These challenges are exacerbated by concurrent increases in information technology based crime particularly in the area of credit card fraud and, of greater concern, in relation to the sexual exploitation of children.

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Northern Territory Government comments

“ During 2003-04, the Northern Territory Police underwent major structural change, bringing a renewed focus to the Agency’s pivotal role of enhancing community safety and protection for Territorians.

Intelligence and forensic led policing in conjunction with crime reduction strategies focused on active repeat offenders, crime hot spots, crime scenes, and preventive patrolling. A crime reduction strategy was developed and will be implemented in the next reporting period. For the second consecutive year, reported crime reduced significantly, including break-ins to homes and businesses, and motor vehicle theft.

The outcomes of the Core Structures Review have been implemented. This Review resulted in the establishment of both a Human Resource Services Command, and Tasking and Coordination Groups across the Territory. The Tasking and Coordination Groups entail the directed use of uniform and plain-clothes officers. A further significant outcome was a noticeable reduction in attrition rates, and an improvement in the overall morale of police. Significant focus was placed on in-service training during the period. This resulted in more than half of the membership receiving training in leadership, management, crime investigation and crime intelligence.

In line with emerging national priorities, the Counter Terrorism Security Unit was expanded, and the organisation took part in a multi-jurisdictional counter terrorism exercise. Further training and equipment will be provided on an ongoing basis.

These strategies and initiatives align with the strong commitment of Northern Territory Police towards enhancing community safety and protection through excellent policing services. ”

5.12 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, therefore, are subject to sampling error. The data obtained from a sample may be different from the ‘true’ data that would have been obtained from the entire group or population (not just a sample) using the same methods. Consequently, care needs to be taken when using survey results (see appendix A).

The standard error is a measure of sampling error. It indicates the extent to which the estimate may differ from the ‘true value’ because only a sample was taken. If the survey is performed repeatedly, then the difference between the sample estimate and the population value will be less than one standard error approximately 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 100 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 per cent, 95 per cent 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 of the estimate, 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 is the relative standard error.

Table 5.5 Relative standard error of estimates for the ACPR Survey of Community Satisfaction with Policing^a

<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	%	%	%	%	%	%	%	%	%
2	149	155	108	138	104	49	40	31	152
5	89	95	66	82	61	30	24	18	91
10	60	66	45	55	40	20	16	12	62
20	41	46	31	37	27	14	11	8	42
50	24	28	19	22	16	9	7	5	25
100	16	19	13	15	10	6	5	3	17
200	11	13	9	10	7	4	3	2	12
500	7	8	5	6	4	–	–	–	7
800	5	6	4	4	3	–	–	–	5
1 000	4	6	4	4	3	–	–	–	5
2 000	3	4	3	3	–	–	–	–	3
5 000	2	–	–	–	–	–	–	–	2
10 000	–	–	–	–	–	–	–	–	1
12 000	–	–	–	–	–	–	–	–	1
14 000	–	–	–	–	–	–	–	–	1

^a 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 need to be treated with caution and viewed as merely indicative of the magnitude involved. – Nil or rounded to zero.

Source: ACPR (unpublished).

5.13 Definitions of key terms and indicators

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">• firearms — pistol, revolver, rifle, automatic/semi-automatic rifle, shotgun, military firearm, airgun, nail gun, cannon, imitation firearm and implied firearm• 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.
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	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.
Cautioning	A formal method of dealing with young offenders without taking court proceedings. Police officers may caution young offenders instead of charging them if the offence or the circumstance of the offence is not serious.
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 the person	Total recorded crimes against person, including: <ul style="list-style-type: none">• murder• attempted murder• manslaughter• assault• kidnapping/abduction• armed robbery• unarmed robbery• sexual assault• blackmail/extortion.
Death in police custody	Death of a person who was in police custody; <u>death caused or</u>

and custody-related incident	contributed to by traumatic injuries while in custody; death of a person who was fatally injured when police officers attempted to detain that person; or death of a person who was fatally injured when escaping or attempting to escape from police custody.
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.
Land transport hospitalisations	Hospitalisations due to traffic accidents that are likely to have required police attendance; these may include accidents involving trains, bicycles and so on.
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 include any person (sworn or unsworn) not satisfying the operational or operational support 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).
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.
Property crimes	Total recorded crimes against property, including: <ul style="list-style-type: none"> • unlawful entry with intent • motor vehicle theft • other theft.
Proportion of higher court cases resulting in guilty finding	Total number of higher courts finalised defendants resulting in a guilty plea or finding, as a proportion of the total number of higher courts finalised defendants. A defendant can be either a person or organisation against whom one or more criminal charges have been laid. <p>A higher court is either:</p> <ul style="list-style-type: none"> • an intermediate court (known either as the district court or county court) that has legal powers between those of a court of summary jurisdiction (lower level courts) and a supreme court, and that deals with the majority of cases involving serious criminal charges • 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 2003c). <p>Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven (ABS 2003c).</p>
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).
Proportion of lower court cases resulting in guilty plea	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>A lower court is a court of summary jurisdiction (commonly referred to as magistrates' court, local court or court of petty sessions) that 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 2003c).</p> <p>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 2003c). For 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"> • exclude preliminary (committal) hearings for indictable offences dealt with by a lower court • 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.
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 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.
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.
Salaries and payments in the nature of salary	<p>Includes:</p> <ul style="list-style-type: none"> • base salary package • motor vehicle expenses that are part of employer fringe benefits • superannuation, early retirement schemes and payments to pension schemes (employer contributions) • workers compensation (full cost) including premiums, levies, bills, legal fees • higher duty allowances (actual amounts paid) • overtime (actual amounts paid) • actual termination and long service leave • actual annual leave • actual sick leave • actual maternity/paternity leave • fringe benefits tax paid • 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 • 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) • payroll tax. <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"> • community safety and support • crime investigation • road safety and traffic management • services to the judicial process. <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	<p>Physical contact of a sexual nature directed towards 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.</p>
Supervisory full time equivalent staff	<p>Number of supervisory full time equivalent staff, including civilian (team leaders) and sworn (sergeant to senior sergeant) staff.</p>
Sworn staff	<p>Sworn police staff recognised under each jurisdiction's Police Act.</p>
Total capital expenditure	<p>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.</p>
Total expenditure	<p>Total capital expenditure plus total recurrent expenditure (less revenue from own sources).</p>
Total FTE staff	<p>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.</p>
Total number of staff	<p>Full time equivalent staff directly employed on an annual basis (excluding labour contracted out).</p>
Total recurrent expenditure	<p>Includes:</p> <ul style="list-style-type: none"> • salaries and payments in the nature of salary • other recurrent expenditure • depreciation • less revenue from own sources.
Unarmed robbery	<p>Robbery conducted without the use (actual or implied) of a weapon.</p>
Unavailable full time equivalent staff	<p>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.</p>
Unlawful entry with intent — involving the taking of property	<p>The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, resulting in the taking of property from the structure. Includes burglary and break and enter offences. Excludes trespass or lawful entry with intent.</p>
Unlawful entry with intent — other	<p>The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, but which does not result in the taking of</p>

	property from the structure. Excludes trespass or lawful entry with intent.
Value of physical assets — buildings and fittings	The value of buildings and fittings under the direct control of police.
Value of physical assets — land	The value of land under the 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.

5.14 References

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