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## 7 Police services

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

Further information on service coverage, along with data and discussion on the structure and funding of the police sector, is contained in section 7.1. Recent policy developments in policing are summarised in section 7.2. The general approach to performance measurement for police services is outlined in section 7.3, and the specific performance measurement frameworks and data for each service delivery area are discussed in sections 7.4–7.7. Section 7.8 contains information on the major changes to the Report’s treatment of police services compared with last year, and future directions in performance reporting. The chapter concludes with jurisdiction comments.

Data are included for each service delivery area of police for the first time in this Report. The changes to the reporting approach since the last Report are designed to better link outcomes and outputs to the key functions of police, and to provide a more comprehensive comparison across police jurisdictions.

### 7.1 Profile of police services

Police services are the principal means through which State and Territory governments pursue, in an equitable and efficient manner, the following objectives:

- *to allow people to confidently undertake their lawful pursuits in safety.* Activities include formal and informal contact with the community (for example, responses to calls for assistance, community consultation and support), maintaining a visible police presence, and providing community safety and education programs;

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- *to bring to justice those persons responsible for committing an offence.* Activities include investigating crime and identifying and apprehending alleged offenders;
  - *to promote safer behaviour on roads.* Activities include undertaking speed and alcohol related traffic operations, and attending and investigating road traffic accidents and incidents; and
  - *to support the judicial process through 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.* Activities include cautioning and undertaking diversion schemes, assisting the prosecution of alleged offenders and, in some jurisdictions, managing detainees.

## **Police activities and outputs**

In meeting their objectives, police are involved in a diverse range of activities aimed at reducing the incidence and effect of criminal activity. Police also respond to more general needs in the community — for example, assisting emergency services, mediating family and neighbourhood disputes, delivering messages regarding death or serious illness, and advising on general policing and crime issues (Criminal Justice Commission 1996). In an endeavour to improve community safety and security, police jurisdictions are directing increasing energy and resources to strengthening community partnerships, and working with local communities to help identify and resolve problems.

Most police agencies throughout Australia have adopted activity measurement systems to better measure the allocation of resources (sworn officers, unsworn staff, forensic staff, vehicles, information technology equipment, and so on) to these activities and outputs (box 7.1).

These systems have facilitated the measurement of performance against the key service delivery areas of police. Further, they have allowed a more detailed and accurate indication of how police spend their time and what total resources are consumed in various policing activities, which is essential for both external reporting and internal management information requirements.

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**Box 7.1 Activity measurement and performance reporting against police service delivery areas**

The *Report on Government Services 1999* identified that a major challenge to comparative reporting on police jurisdictions across Australia was a clear understanding of police outputs and their respective use of inputs. As a result, for the first time in this publication, activity surveys and other instruments have been used to measure common police activities. These instruments can assist to meet the challenge of finding qualitative and reliable data for comparative reporting in a complex area of service provision.

This exercise has not been simple, because it required detailed definitional and expenditure analysis to facilitate the establishment of an activity equivalence of activities across police services. The result has been that four key functional areas (defined as 'service delivery areas' for the purposes of this Report) where performance and activity data are available have been identified:

- community safety and support;
- crime investigation;
- road safety and traffic management; and
- services to the judicial process.

Table 7A.10 provides a concordance of individual police jurisdiction outputs with these common service delivery areas. However, given jurisdictional differences in definitions, policing policy and procedures (for example, proactive versus reactive approaches to policing), legislative frameworks, and geographic and cultural profiles, comparisons of resource deployment and consequently performance outcomes should be made with care.

The standardisation of police activities for this Report means that the broad categories of service delivery expenditure do not match the output groups identified in respective Treasury budget papers. By identifying service activities, expenditure data have been aggregated to reflect these common service delivery areas. Further information on police output structures and activity measurement can be found in *Linking Inputs and Outputs: Activity Measurement by Police Services* (SCRCSSP 1999a).

## Structure and funding

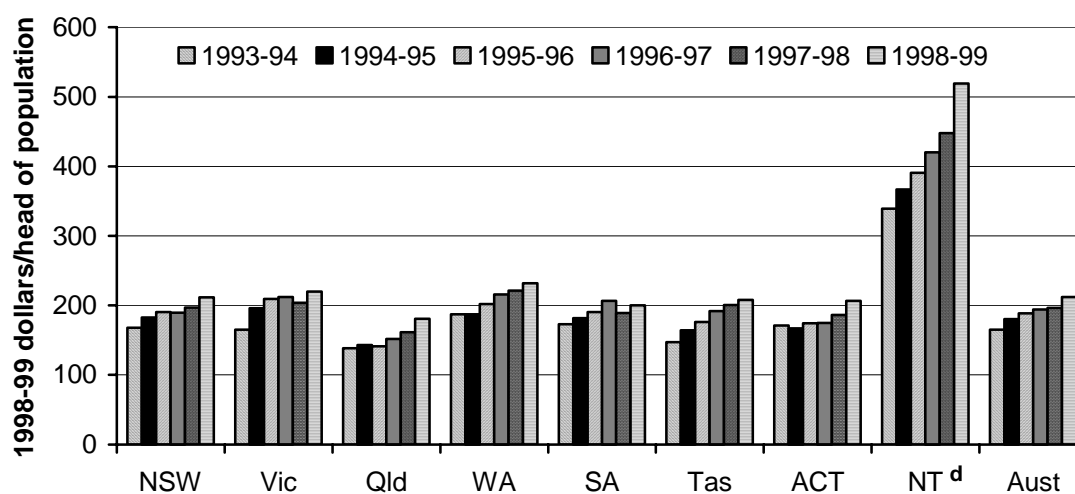
Policing services are predominantly the responsibility of State and Territory government police agencies, with the Australian Federal Police providing a community policing service in the ACT on behalf of the ACT Government. The Commonwealth Government is responsible for the Australian Federal Police.

Each jurisdiction's police service is autonomous, but there is significant cooperation among jurisdictions (under the auspices of the Australasian Police Ministers

Council). There are also bilateral arrangements and national common police services, such as the National Institute of Forensic Sciences and the National Exchange of Police Information.

Funding for police services comes almost exclusively from State and Territory government budgets, with some specific-purpose Commonwealth grants (for example, funding for the guns buy-back scheme). Real recurrent expenditure (less revenue from own sources) on police services across Australia was approximately \$4 billion (or \$212 per head of population) in 1998–99; it varied from \$180 per head of population in Queensland to \$519 per head of population in the NT. The general trend of rising police expenditure per head of population across Australia in recent years continued in 1998–99. The average annual change in real recurrent expenditure (less revenue from own sources) between 1993–94 and 1998–99 ranged from 3.0 per cent in SA to 8.9 per cent in the NT (figure 7.1). Variations in policies, socioeconomic factors and geographic/demographic characteristics may influence expenditure on police services in each jurisdiction.

Figure 7.1 **Real recurrent expenditure, less revenue from own sources, for police services<sup>a, b, c</sup>**



<sup>a</sup> Excludes the user cost of capital. <sup>b</sup> All police services are subject to payroll tax except in WA and the ACT (Australian Federal Police). If WA and the ACT were liable for paying payroll tax, real recurrent expenditure (less revenue from own sources) in 1998–99 would have increased by \$10 per head of population in both jurisdictions. <sup>c</sup> No adjustments have been made for payroll tax. Consequently data may not be the same as those reported in table D.2 in the Justice preface. <sup>d</sup> The inclusion of superannuation costs for the first time in 1998–99 accounted for two thirds of the increase in expenditure data since 1997–98.

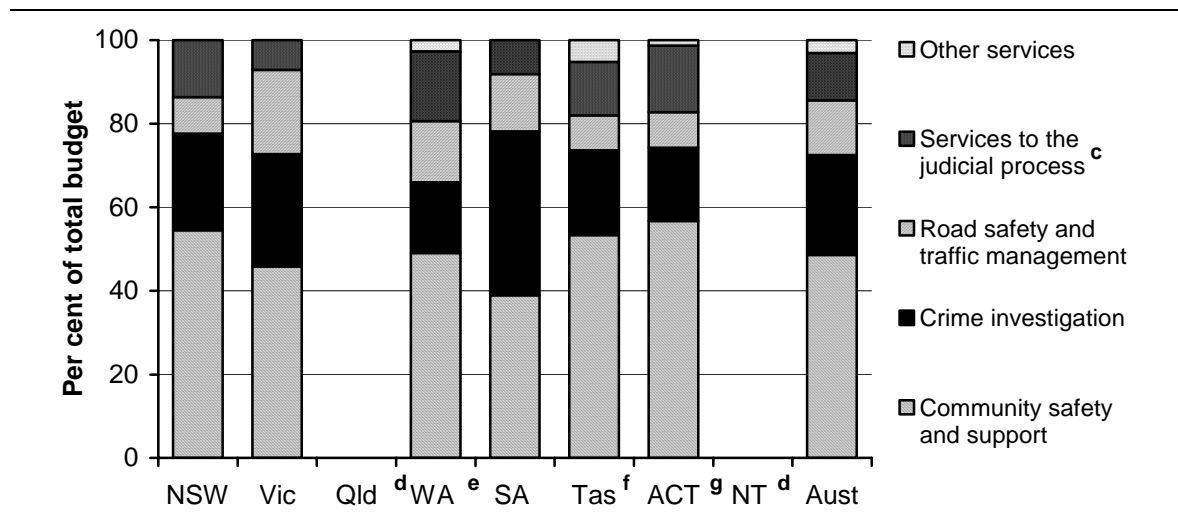
Source: table 7A.11.

Expenditure on each service delivery area of police is published in this Report for the first time. (Further information on the allocation of costs to each service delivery area is included within section 7.2). Some data are preliminary and thus

have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common service delivery areas. Thus caution should be taken when comparing results across jurisdictions.

The ACT spent the highest proportion of its total budget on community safety and support (57 per cent) in 1998-99, while SA spent the most on crime investigation (39 per cent). Expenditure on road safety and traffic management (as a proportion of total budget) was highest in Victoria (20 per cent of total budget), while WA spent the most on providing services to the judicial process (17 per cent of total budget) (figure 7.2).

Figure 7.2 Expenditure on police services, by service delivery area, 1998-99<sup>a, b</sup>



<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common service delivery areas. <sup>b</sup> Overheads (for example, infrastructure costs, such as rent on buildings, and vehicle and equipment costs) have been apportioned to these service delivery areas on a *pro rata* basis. If 20 per cent of expenditure goes towards crime investigation, for example, then 20 per cent of overheads will be apportioned to crime investigation. <sup>c</sup> Table D.3 maps some differences in the role of justice agencies across jurisdictions regarding the transportation and care of offenders and the provision of court security, which may affect comparisons of police costs. <sup>d</sup> Data only available for all key service delivery areas combined. <sup>e</sup> Apportionment of overheads based on staff numbers. <sup>f</sup> The total service delivery area budget incorporates overheads and expenditure associated with Ministerial Support & Information Services. The budget excludes expenditure associated with Emergency Management and the Protection of Primary Industries & Fisheries Resources. <sup>g</sup> Results are based on a survey of staff directly involved in the delivery of community policing and related support services within the ACT region. The Australian Federal Police employs a teams based approach to 'Criminal investigations and response'. Subsequently, officers involved in response activities will sometimes (depending on circumstances and priorities) commence an investigation as part of the initial response to an incident. In some circumstances, time spent on preliminary investigations following the initial response to an incident may have been counted against 'Community safety and support'. <sup>h</sup> Community safety and support data contain expenditure relating to the conduct of road traffic programs by general duties police that could not be extracted. Road safety and traffic management data exclude expenditure relating to the conduct of road traffic programs by general duties police that could not be extracted.

Source: table 7A.12.

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## Client groups

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

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

Approximately 50 per cent of Australian people aged 18 years and over had some form of contact with police in 1998-99. Police initiated the most recent contact in 58 per cent of these cases, mainly to undertake random breath testing (66 per cent of cases), pursue traffic violations (10 per cent) and request information (8 per cent). Most contact initiated by members of the public was to report a crime (40 per cent), to request assistance (18 per cent) or to report suspicion (12 per cent) (ABS 1999b).

## Recorded crime in Australia

The Australian Bureau of Statistics compiles comparable data on recorded victims of crime for selected offences. These statistics relate to those 'crimes against the person' and 'crimes against property' that are common across jurisdictions, and do not reflect all crimes in these categories (box 7.2).

There were 173 250 reported victims of crimes against the person (or 922 victims per 100 000 persons) in Australia in 1998. This figure includes approximately 5800 non-person victims (such as organisations) of armed and unarmed robbery, and blackmail/extortion. The number per 100 000 persons varied across jurisdictions, from 511 in Victoria to 1496 in the NT. There were also 1 132 456 victims of crimes against property (or 6040 per 100 000 persons) in Australia in the same year. The number per 100 000 persons ranged from 4843 in Victoria to 8611 in WA (figure 7.3). These data understate the true level of crime in Australia because not all offences are reported to, or become known by, police. In addition, the offences include only selected offences and therefore exclude certain offences where it is more difficult to develop comparable data (for example, drug offences). Further information on crime rates and victims of specific offences is discussed in section 7.3.

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## Box 7.2 Victims of crime

### Recorded crime statistics

Since 1993 the Australian Bureau of Statistics has produced a series of publications providing crime statistics recorded by State and Territory police services in Australia. *Recorded Crime, Australia, 1998* is the latest publication in this series.

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

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

- data are based on recorded crimes only; and
- legal systems and reporting procedures differ among States and Territories.

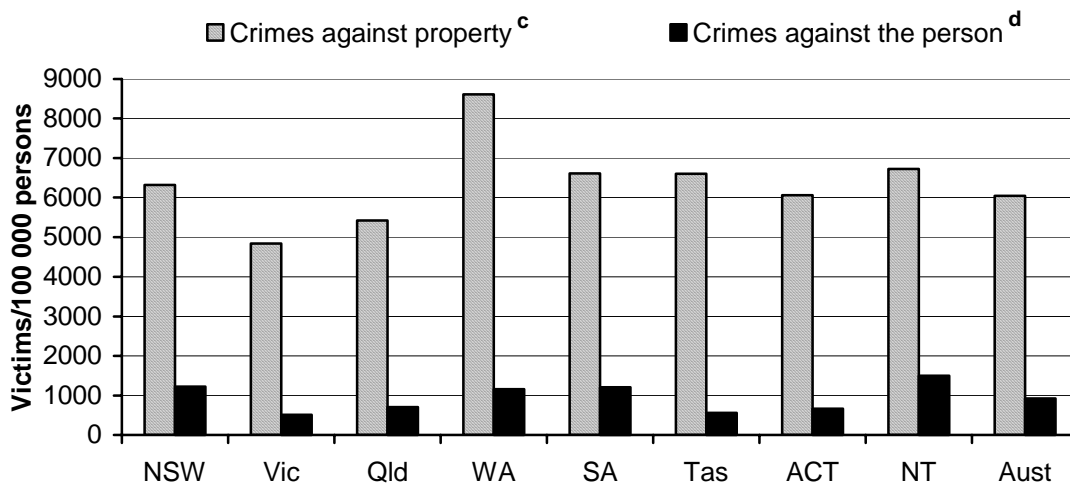
#### *Comparing recorded crime statistics with jurisdiction-specific data*

Care should also be taken if attempting to directly compare the Australian Bureau of Statistics recorded crime statistics with data reported by some jurisdictions. The former are *victim based* (that is, based on the number of victims per selected offence category), whereas data for each State and Territory are commonly *offence or incident based* (that is, based on the total number of all 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. In contrast, the information systems in each jurisdiction may count each offence committed against the same victim.

### Crime and safety statistics

Another valuable measure of crime is the *Crime and Safety Survey Australia*, conducted every five years by the Australian Bureau of Statistics. The latest national survey was conducted in April 1998, and data from this survey were released in August 1999. This survey provides information on the levels of both reported and unreported victimisation in the Australian community for selected offences.

Figure 7.3 Victims of recorded crimes, 1998<sup>a, b</sup>



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

Source: table 7A.17.

## 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. However, a trend towards ‘civilianisation’ of some aspects of police services has occurred in recent years, with non-sworn officers or contracted external providers undertaking some activities. Civilianisation of police services has two key objectives:

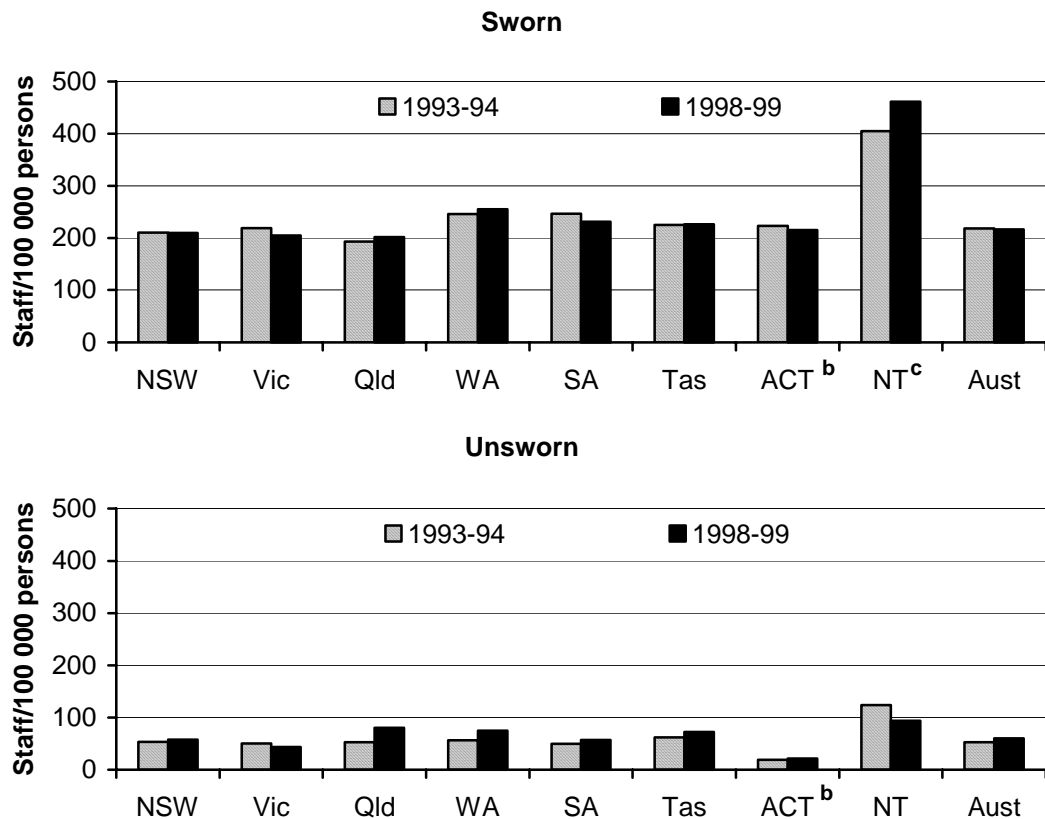
- to reduce the amount of administrative work undertaken by sworn police staff; and
- to reduce the involvement of sworn staff in duties that do not require constabulary office (for example, crime scene analysis and intelligence analysis).

Total police staffing in Australia was 51 873 (or 276 per 100 000 persons) in 1998-99, with 216 sworn police officers and 60 unsworn employees per 100 000 persons. This ranged across jurisdictions from 236 staff per 100 000 in the ACT to 555 per 100 000 in the NT. The national total staffing figure in 1998-99 was



2 per cent higher than the 1993-94 level of 271 staff per 100 000 population (figure 7.4).

Figure 7.4 Police staff, by sworn/unsworn status<sup>a</sup>



<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> Includes a notional 129 staff for corporate support functions attributed to ACT community policing provided by the Australian Federal Police. The disaggregation of these 129 positions has been determined by apportioning details in accordance with the relative breakdown of the 599 community policing staff. <sup>c</sup> Includes Police Auxiliaries and Aboriginal Community Police Officers, who comprised almost 17 per cent of sworn officers in 1998-99.

Source: table 7A.13.

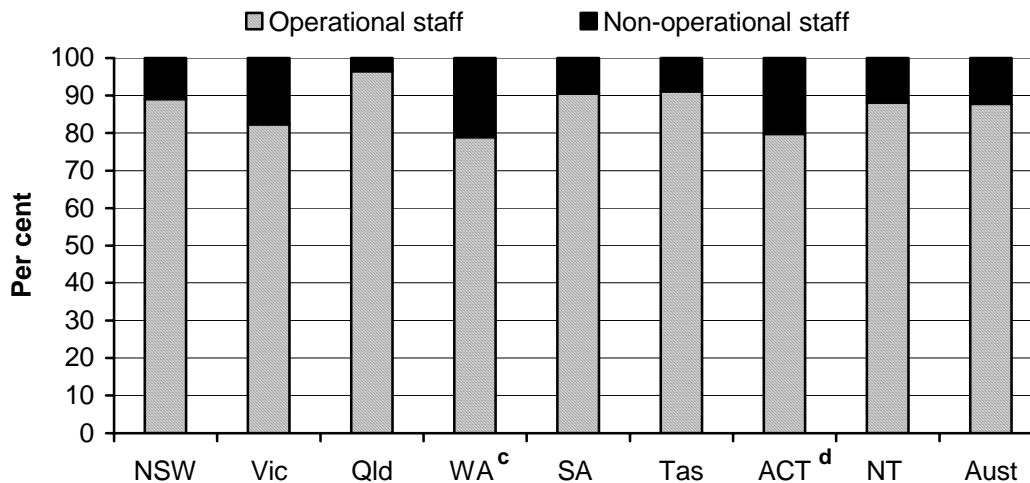
An operational staff member is any person (sworn or unsworn) delivering a police or police related service to an external customer directly (where an external customer refers to members of the public, other government departments, courts and the government), including:

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

A non-operational staff member is any person who does not satisfy the operational staff criteria, including functional support staff such as finance staff and personnel

services. Approximately 87 per cent of staff were operational in Australia in 1998-99. Across jurisdictions, the proportion ranged from 79 per cent in WA to 97 per cent in Queensland (figure 7.5).

Figure 7.5 Police staff, by operational status, 1998-99<sup>a, b</sup>



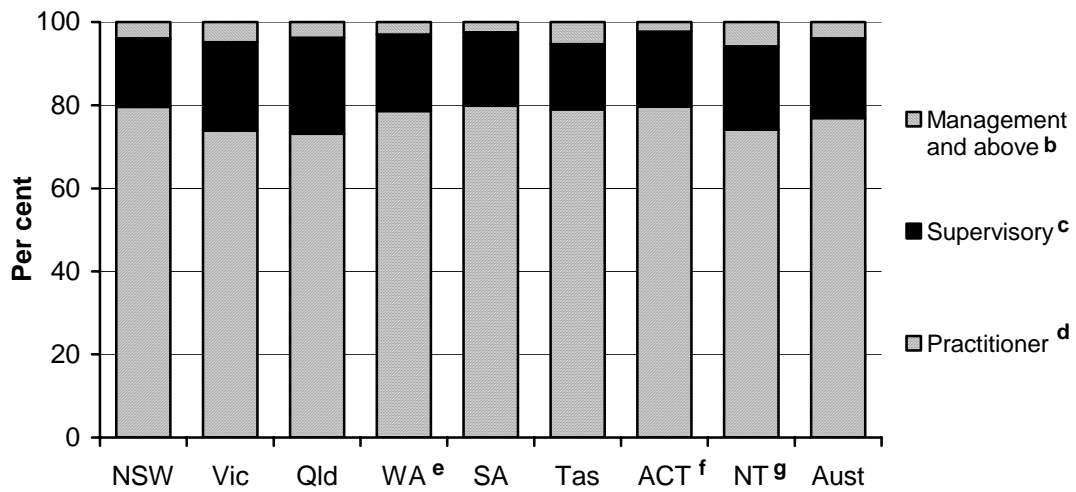
<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> The current definition for operational status is quite broad and may be interpreted differently across jurisdictions. <sup>c</sup> The determination of operational staff and non-operational staff is based on functional areas rather than the individual officers. An area may be deemed to be non-operational but may have some staff who would be considered operational and vice versa. <sup>d</sup> Includes a notional 129 staff for corporate support functions attributed to ACT community policing provided by the Australian Federal Police. The disaggregation of these 129 positions has been determined by apportioning details in accordance with the relative breakdown of the 599 community policing staff.

Source: table 7A.14.

Staff are reported by classification for the first time in this Report. These new data provide an alternative description of the human resources profile for police agencies. The majority of police staff were concentrated in the practitioner area in 1998-99, with more than 73 per cent of staff across all jurisdictions classified as 'practitioner' (which includes civilian staff [administration] and sworn staff [Constable to Senior Constable]). The NT had the highest proportion of staff at management level or above (including executive or senior executive level staff) (5.9 per cent), while the ACT had the lowest proportion (2.3 per cent). More staff were at a supervisory level in Queensland (23.1 per cent) than anywhere else (figure 7.6).

Staff are also reported by gender for the first time in this Report. More than 70 per cent of police staff in all States and Territories were male in 1998-99. This proportion ranged from 71 per cent in Queensland to 80 per cent in WA (figure 7.7).

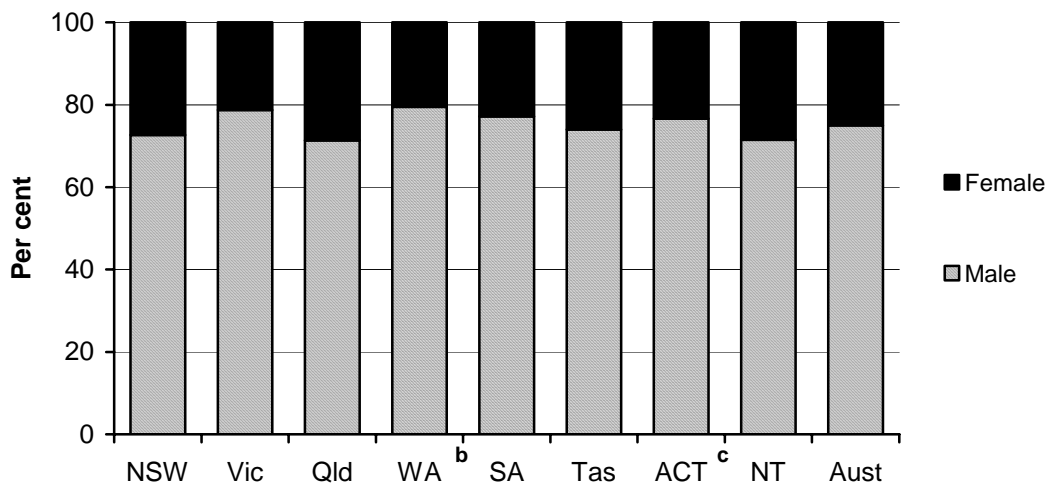
Figure 7.6 Police staff, by classification, 1998-99<sup>a</sup>



<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> Comprises management level staff (civilian managers and sworn staff from Inspectors to Superintendents), executive level staff (civilian SES and sworn staff from Chief Superintendent to Assistant Commissioner) and senior executive level staff (civilian top SES and sworn staff, including Commissioner, Deputy Commissioner and equivalent civilian executives). <sup>c</sup> Comprises civilian team leaders and sworn staff (from Sergeant to Senior Sergeant). <sup>d</sup> Comprises civilian administration staff and sworn staff (from Constable to Senior Constable). <sup>e</sup> Excludes recruits in training. Data are for June 1999 only. June 1998 average employment level figures are not available in the format required. <sup>f</sup> Includes a notional 129 staff for corporate support functions attributed to ACT community policing provided by the Australian Federal Police. The disaggregation of these 129 positions has been determined by apportioning details in accordance with the relative breakdown of the 599 community policing staff. <sup>g</sup> Small units and remote stations are staffed at Sergeant level.

Source: table 7A.15.

Figure 7.7 Police staff, by gender, 1998-99<sup>a</sup>



<sup>a</sup> Comprises all full time equivalent staff. <sup>b</sup> Excludes recruits in training. Data are for June 1999 only. June 1998 average employment level figures are not available in the format required. <sup>c</sup> Included a notional 129 staff for corporate support functions attributed to ACT community policing provided by the Australian Federal Police. The disaggregation of these 129 positions has been determined by apportioning details in accordance with the relative breakdown of the 599 community policing staff.

Source: table 7A.16.

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## 7.2 Policy developments in policing

### Community involvement in policing

Some police jurisdictions (including Victoria, Queensland and WA) have increased their emphasis on programs designed to promote active consultation between the community and police as a means of identifying local priorities. These programs aim to increase community input into the delivery of policing services to particular areas. They also aim to develop a closer relationship between the police, local government and other government departments at the local level, to deliver a more tailored and comprehensive service to residents.

At a national level, police are increasingly focusing on grassroots policing, strengthening partnerships, and problem solving with their local communities.

## 7.3 General approach to performance measurement for police services

Performance can be defined in terms of how well a service meets its objectives, given its operating environment. Performance indicators need to focus on outcomes and/or outputs aimed at meeting a broad set of common agreed objectives (section 7.1). Four key common agreed objectives (and associated service delivery areas) have been identified for the purposes of this Report (box 7.3).

### Box 7.3 Objectives of police services

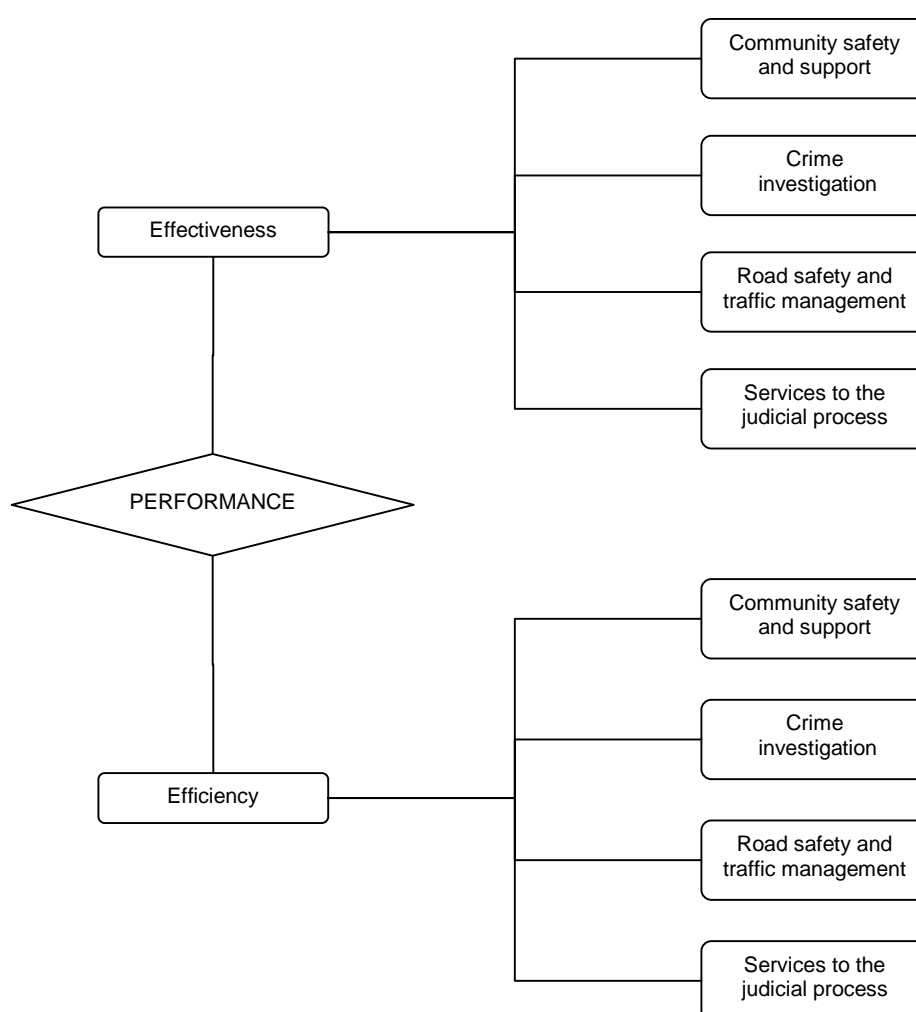
The key objectives of police services (and the associated services) are:

- to allow people to confidently undertake their lawful pursuits in safety (through activities associated with 'community safety and support');
- to bring to justice those persons responsible for committing an offence (through activities associated with 'crime investigation');
- to promote safer behaviour on roads (through activities associated with 'road safety and traffic management'); and
- to support the judicial process through 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.

This Report publishes for the first time separate frameworks of performance indicators for each of the four key service delivery areas of police (figure 7.8). A fifth area ('other services') has been identified to account for expenditure by jurisdictions on unique functions that are not directly associated with the key service delivery areas. (Definitions of all indicators are provided in attachment 7A.) The reported results should be considered in conjunction with the data on differences in demography and geography reported in appendix A, and other available information on jurisdiction-specific characteristics.

Figure 7.8 **General performance framework for the police services sector**



Australian police agencies have undertaken a mapping project to link their individual outputs/programs with the service delivery areas listed above (table 7A.10). For some jurisdictions, one output/program may be relevant for more than one service delivery area, and thus the jurisdiction may choose to disaggregate that output/program according to the data relevant to each service delivery area.

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## **Changes to performance indicators**

The changes to the reporting approach in this Report are designed to link outcomes and outputs. The data presented in previous Reports are now grouped according to service delivery area. The following sections outline the performance indicators and data for each service delivery area, and broadly explain how the core areas of police work are linked with the service delivery areas defined for this Report.

### **7.4 Community safety and support**

This service delivery area 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 and offences;
- responding to, managing and coordinating major incidents and emergencies; and
- undertaking crime prevention activities and community support programs.

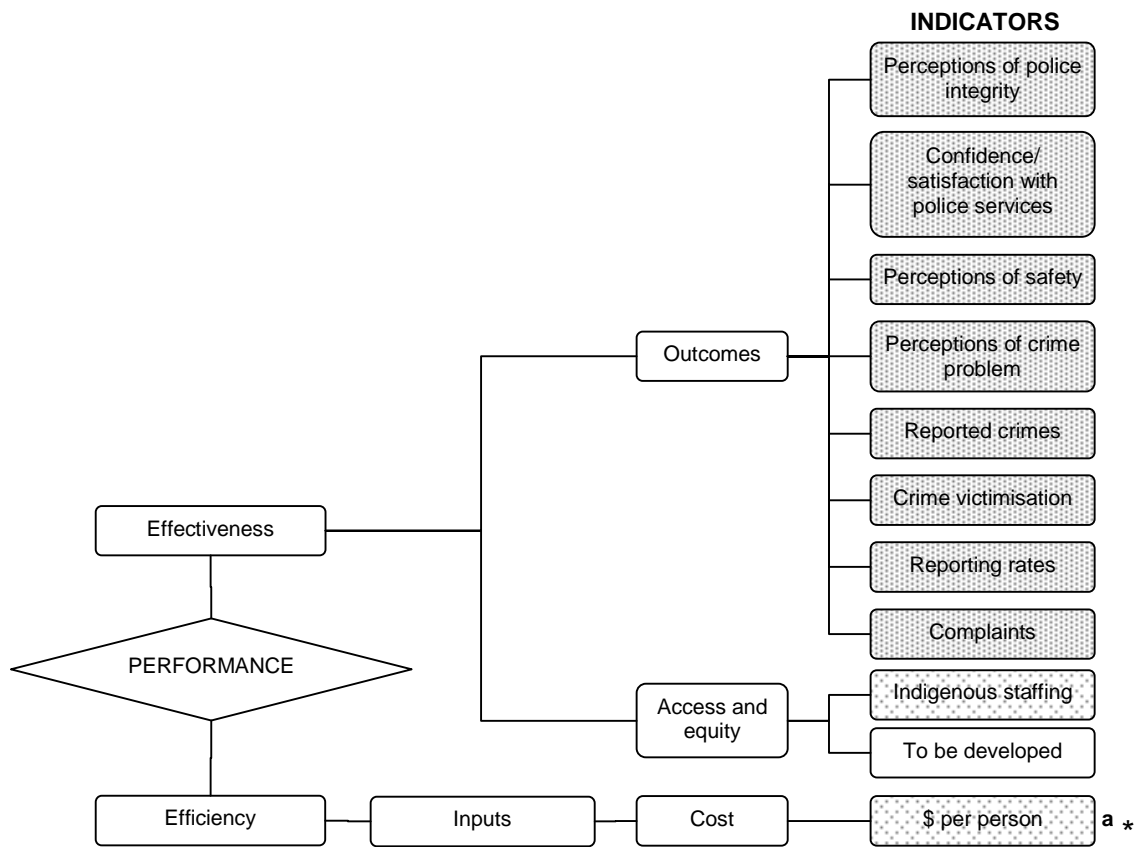
#### **Framework of performance indicators**

The performance of the police in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels and community perceptions data (figure 7.9).




#### **Key performance indicator results**

Australian police agencies, in cooperation with the Steering Committee, have developed a regular Community Satisfaction with Police Services Survey. They have commissioned the Australian Bureau of Statistics to conduct the survey quarterly using its Population Survey Monitor. The combination of four quarters results (August 1998, November 1998, February 1999 and May 1999) produces estimates for the 1998-99 financial year. (Selected results from this survey are presented in this chapter, and the full results are presented in attachment 7A.) The Australian Bureau of Statistics completed a review of its Household Survey Program in the second half of 1999. One of the outcomes of this review was the decision that the Population Survey Monitor should be discontinued from November 2000. It is envisaged that some topics included in the Population Survey Monitor may become part of a new population survey (the Multi-Purpose Household Survey).

Figure 7.9 Performance indicators for community safety and support



**Key to indicators**

-  Provided on a comparable basis for this Report
-  Incomplete or not strictly comparable
-  Yet to be developed or not collected for this Report
- \* New indicator

<sup>a</sup> This measure may be revised for future Reports.

The timing of each quarter’s surveying in each jurisdiction may influence the survey data reported here. Recent adverse events in a particular jurisdiction (such as a mass murder or police corruption incident), for example, may influence general satisfaction with police and perceptions of safety and crime levels for that quarter.

The data obtained from the Population Survey Monitor may be different from the ‘true’ data which would have been obtained from the entire group or population — not just a sample — using the same methods. Consequently, when using survey results, it is necessary to be cautious (box 7.4).

### Box 7.4 Sampling error and statistical significance

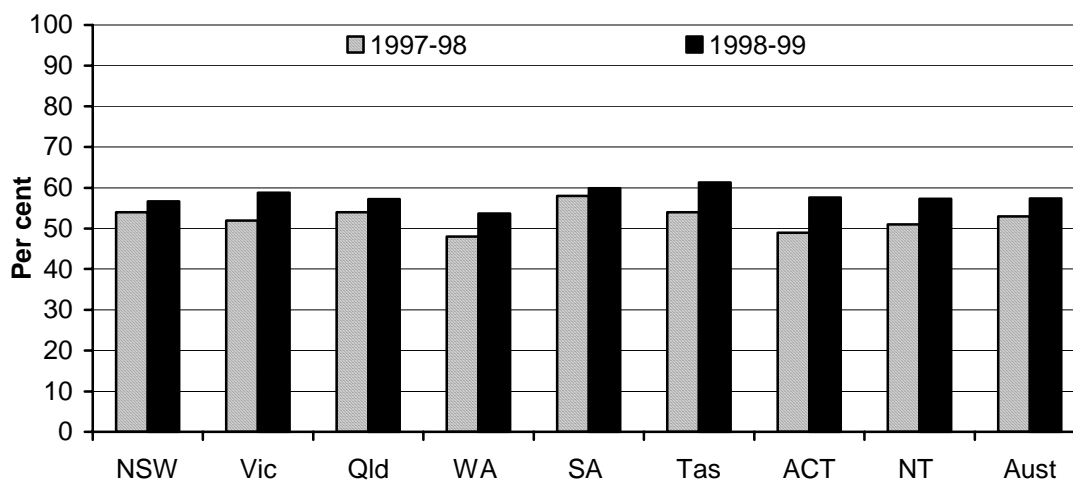
The actual precision of survey estimates depends on the survey sample size, the representativeness of the sample and the sample estimate. Larger sample sizes result in higher precision, as do larger sample estimates; for example, if 90 per cent of surveyed respondents chose an answer, there would be less uncertainty about the actual population's views than if 50 per cent of respondents had chosen it. Consequently, caution should be used when interpreting small differences in results and estimates which are small. (Attachment 7A discusses the sampling method, including sample size, and provides information for calculating confidence intervals.)

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

### Perceptions of police integrity

Important aspects of police services' performance are (a) the ability of various individuals and groups to access services, and (b) the service those individuals receive. Nationally 57 per cent of persons aged 18 years and over in 1998-99 'agreed' or 'strongly agreed' that police treat people 'fairly and equally' — an increase of 4 percentage points since 1997-98. This proportion increased in every jurisdiction over that period (figure 7.10).

Figure 7.10 Persons aged 18 years and over who 'agreed' or 'strongly agreed' that police treat people fairly and equally<sup>a</sup>



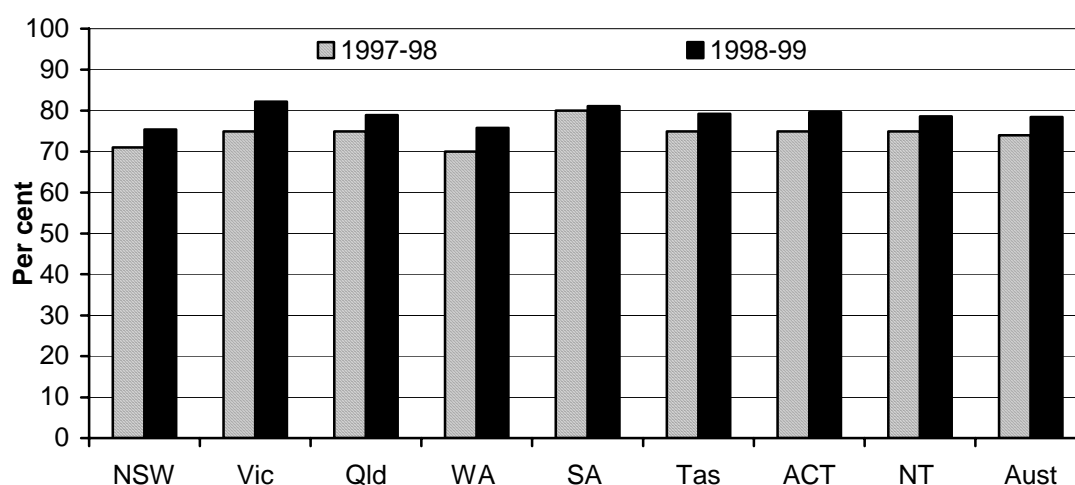
<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.18.



Nationally 78 per cent of persons 'agreed' or 'strongly agreed' in 1998-99 that police perform the job 'professionally'. Again, this proportion increased across all jurisdictions between 1997-98 and 1998-99, ranging from an increase of 1 percentage point in SA to 7 percentage points in Victoria. The proportion ranged from 75 per cent in NSW to 82 per cent in Victoria in 1998-99 (figure 7.11).

**Figure 7.11 Persons aged 18 years and over who 'agreed' or 'strongly agreed' that police perform the job professionally<sup>a</sup>**

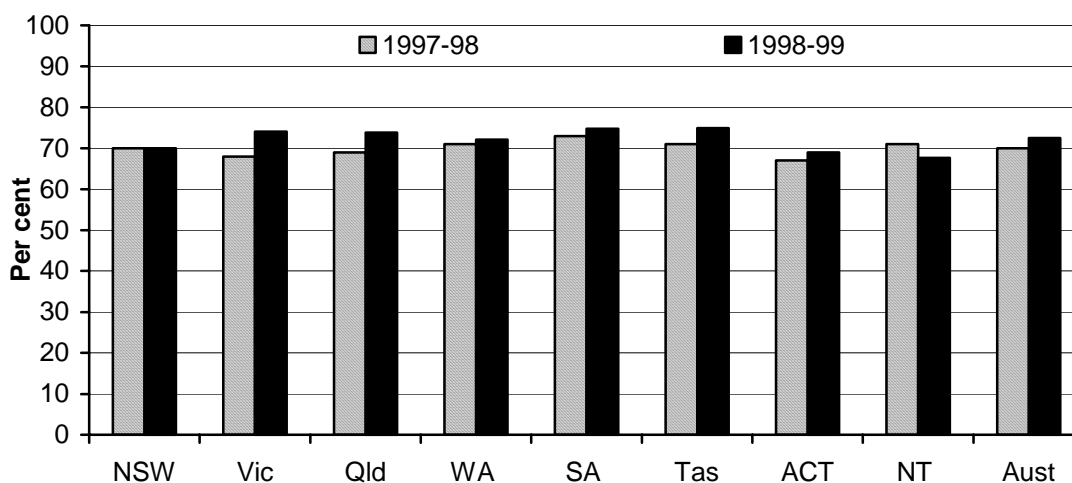


<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.18.

Police integrity is another important influence on police services' performance. This can be judged to some extent by the public perception of police honesty. This perception in Australia remained fairly constant between 1997-98 and 1998-99, with 73 per cent of persons aged 18 years and over having 'agreed' or 'strongly agreed' that most police are honest. This proportion in 1998-99 ranged from 68 per cent in the NT to 75 per cent in both SA and Tasmania (figure 7.12).

**Figure 7.12 Persons aged 18 years and over who 'agreed' or 'strongly agreed' that police are honest<sup>a</sup>**



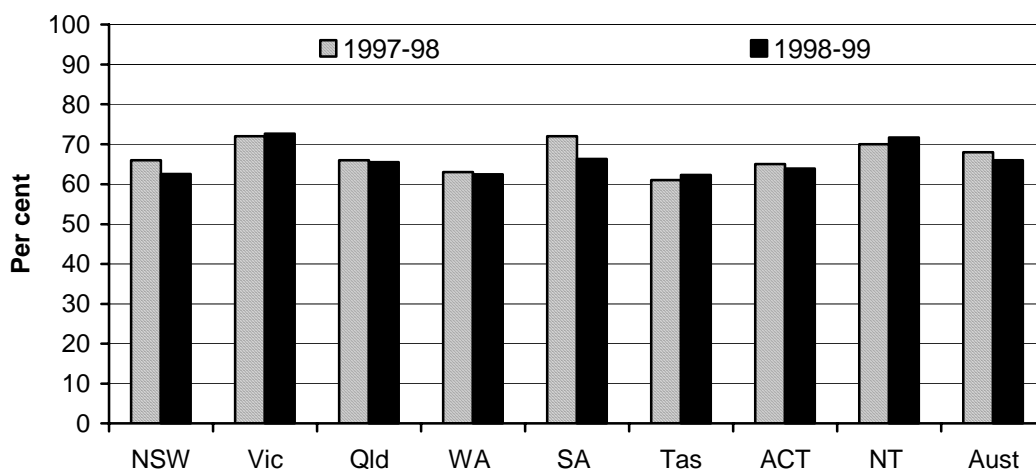
<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.18.

### Satisfaction with police services

The majority (66 per cent) of the estimated population in 1998-99 was 'satisfied' or 'very satisfied' with services provided by police. This proportion varied from 62 per cent in both WA and Tasmania to 73 per cent in Victoria, with no pattern of change in jurisdictions' results between 1997-98 and 1998-99 (figure 7.13).

**Figure 7.13 Persons aged 18 years and over who were 'satisfied' or 'very satisfied' with police services<sup>a</sup>**

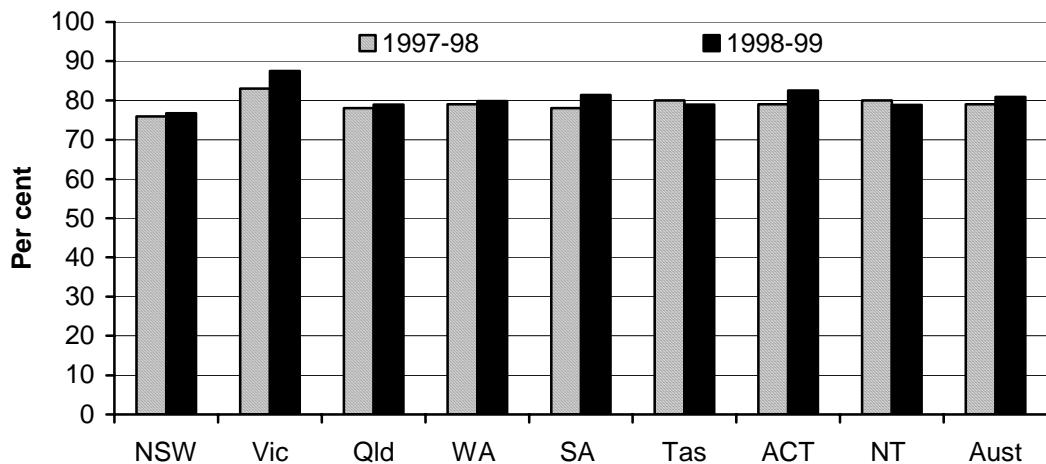


<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.19.

Nationally, of people aged 18 years and over who had contact with police in 1998-99 (approximately half of all respondents), 81 per cent were 'satisfied' or 'very satisfied' with the service they received during their last contact. This proportion increased between 1997-98 and 1998-99 for all jurisdictions except Tasmania and the NT, where it declined slightly. The largest increase over this period was in Victoria (5 percentage points) (figure 7.14).

**Figure 7.14 Persons aged 18 years and over who were 'satisfied' or 'very satisfied' with police in their most recent contact<sup>a</sup>**



<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.30.

Nationally, of people aged 18 years and over who had contact with police in 1998-99, the most common reason (given by 46 per cent of the estimated population) for satisfaction with police services was that police were 'courteous'. The prevalence of this reason ranged from 44 per cent in SA to 50 per cent in NSW. 'Approachable/friendly' treatment from police was the second most common reason for satisfaction, given by 41 per cent of the estimated population nationally. Across jurisdictions, this proportion ranged from 36 per cent in WA to 49 per cent in the NT. Police acting in a 'professional/fair manner' was the third most common reason for satisfaction, given by 33 per cent of the estimated population. Across jurisdictions, this proportion ranged from 31 per cent in both SA and Tasmania to 40 per cent in the ACT (table 7.1).

**Table 7.1 Persons aged 18 years and over who had contact with police in the last 12 months: reasons for satisfaction with police services in most recent contact, 1998-99 (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Courteous	50	45	45	46	44	47	48	47	46
Approachable/friendly	43	39	42	36	41	40	39	49	41
Professional/fair	34	32	35	33	31	31	40	38	33
Took appropriate action	27	26	28	27	21	25	35	30	27
Helpful	30	24	24	23	27	24	26	32	26
Handled matter well	28	23	24	25	22	22	26	32	25
Provided prompt service	26	24	23	26	21	23	25	28	25
Efficient	22	23	20	19	13	21	23	24	21
Communicated clearly	18	13	13	14	9	14	16	20	14
Kept respondent informed	9	5	6	6	7	9	10	9	7
Recovered property	3	2	2	2	2	3	2	3	3
Other	0	1	2	1	1	1	0	1	1
Did not know	0	0	0	0	0	0	0	1	0
<i>Estimated size of population ('000)<sup>c</sup></i>	<i>1 651</i>	<i>1 567</i>	<i>939</i>	<i>618</i>	<i>448</i>	<i>148</i>	<i>95</i>	<i>45</i>	<i>5 512</i>

<sup>a</sup> Sum to more than 100 per cent for each jurisdiction because respondents could choose more than one reason. <sup>b</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors). <sup>c</sup> Estimated size of population who were satisfied with police services in their last contact.

Source: table 7A.31.

Nationally the most common reason (given by 41 per cent of the estimated population) in 1998-99 for dissatisfaction with police services was that police 'took no action'. The prevalence of this reason ranged from 33 per cent in WA to 46 per cent in NSW. 'Showed no interest' was the second most common reason for dissatisfaction, given by 30 per cent of dissatisfied persons nationally. Across jurisdictions, this proportion ranged from 16 per cent in the NT to 34 per cent in both Queensland and the ACT. 'Not kept informed' by police was the third most common reason for dissatisfaction, given by 28 per cent of dissatisfied persons nationally, 22 per cent in both Victoria and Tasmania, and 30 per cent in both NSW and WA (table 7.2).

**Table 7.2 Persons aged 18 years and over who had contact with police in the last 12 months: reasons for dissatisfaction with police services in most recent contact, 1998-99 (per cent)<sup>a, b</sup>**

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
Took no action	46	36	39	33	45	36	38	35	41
Showed no interest	29	29	34	29	22	31	34	16	30
Not kept informed	30	22	29	30	27	22	25	29	28
Unhelpful	21	29	29	21	30	25	20	23	25
Unprofessional/unfair	19	26	25	25	26	28	26	40	23
Unfriendly/impolite	16	31	29	24	26	26	20	26	23
Kept respondent waiting	25	19	19	24	18	22	14	23	22
Made false accusation	9	9	9	10	9	10	4	6	9
Other	6	6	17	8	10	8	19	11	9
Used unnecessary force	2	1	2	3	3	5	2	4	2
Used complex language	1	6	2	2	2	6	3	5	2
Did not know	0	0	0	0	0	1	2	2	0
<i>Estimated size of population ('000)<sup>c</sup></i>	<i>311.3</i>	<i>142.8</i>	<i>147.9</i>	<i>87.4</i>	<i>57.8</i>	<i>75.3</i>	<i>12.7</i>	<i>6.4</i>	<i>791.6</i>

<sup>a</sup> Sum to more than 100 per cent for each jurisdiction because respondents could choose more than one reason. <sup>b</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors). <sup>c</sup> Estimated size of population who were dissatisfied with police services in their last contact.

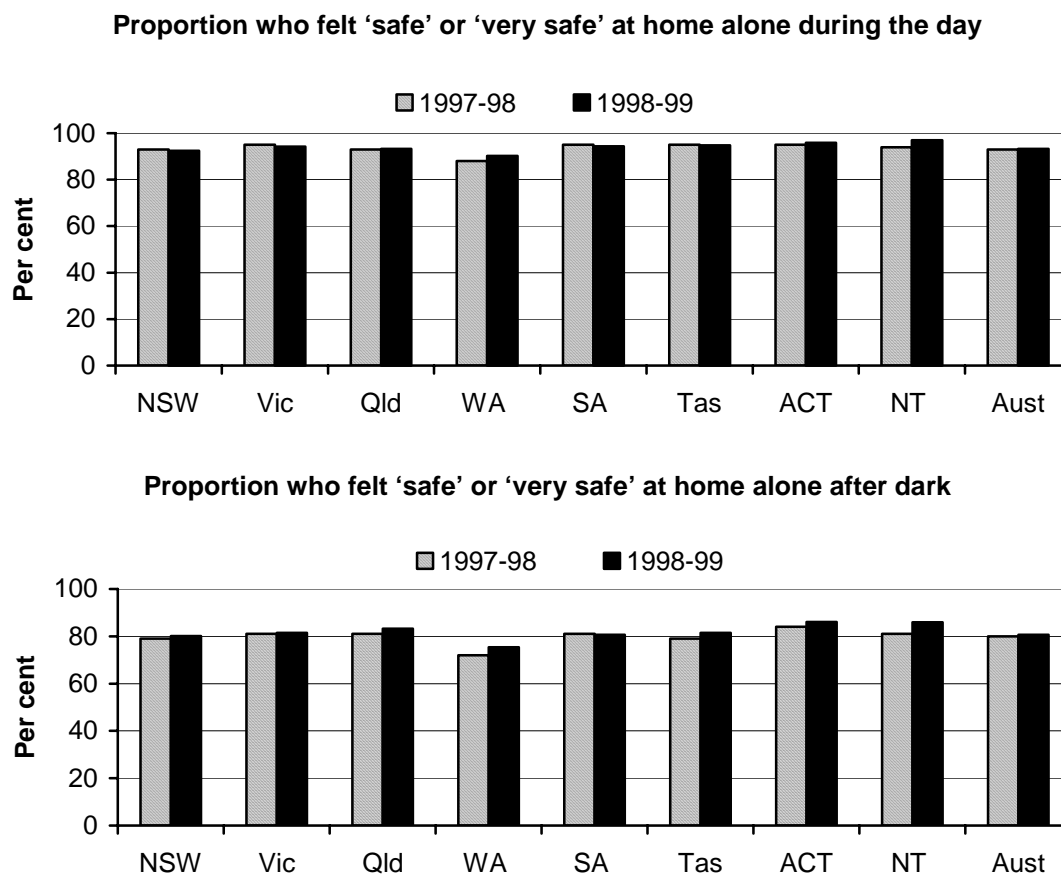
Source: table 7A.32.

### *Perceptions of safety*

An important objective of police services is to 'reassure the public', by ensuring the community feels safe (within themselves and regarding their property) in public and private. Perceptions of safety are reported here, although these perceptions may not reflect reported crime for many reasons — for example, reported crime may understate actual crime, underreporting may vary across jurisdictions, and many factors (including media reporting) may affect public perceptions of crime levels and safety.

Nationally 93 per cent of the estimated population felt 'safe' or 'very safe' at home alone during the day. Across jurisdictions, this proportion ranged from 90 per cent in WA to 97 per cent in the NT (figure 7.15). Nationally 81 per cent of persons felt 'safe' or 'very safe' at home alone after dark. This proportion ranged from 75 per cent in WA to 86 per cent in both the ACT and the NT (figure 7.15).

Figure 7.15 Persons aged 18 years and over: perception of safety in home<sup>a</sup>

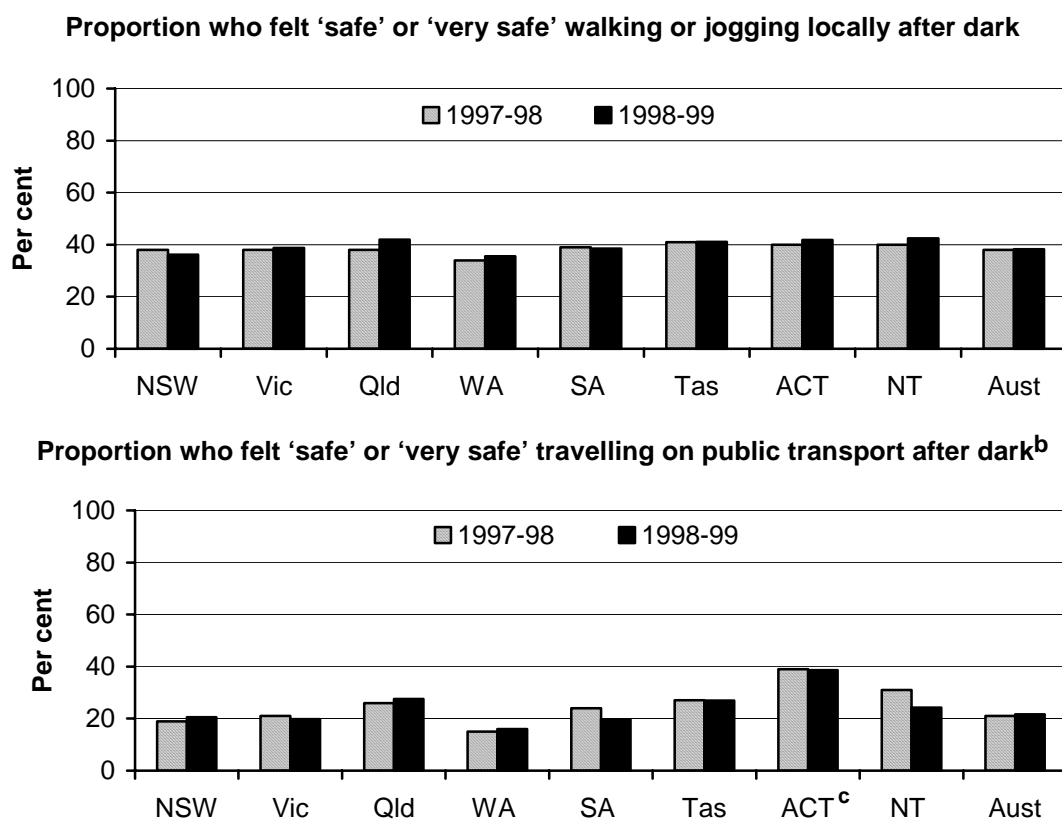


<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.33.

Nationally 38 per cent of persons aged 18 years and over felt 'safe' or 'very safe' when walking or jogging after dark. Across jurisdictions, the proportion ranged from 36 per cent in both NSW and WA to 42 per cent in each of Queensland, the ACT and the NT. Nationally 22 per cent of the estimated population felt 'safe' or 'very safe' when travelling on public transport after dark. This perception of safety ranged from 16 per cent in WA to 39 per cent in the ACT (figure 7.16).

Figure 7.16 Persons aged 18 years and over: perception of safety in public places<sup>a</sup>



<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors). <sup>b</sup> Note that for this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport (see table 7A.33). <sup>c</sup> Unlike other jurisdictions, the ACT does not operate a train network, relying on buses as the primary means of public transportation.

Source: table 7A.33.

### Perceptions of crime problem

When people were asked about crime problems in the general community, nationally 91 per cent cited illegal drugs as a 'major problem' or 'somewhat of a problem', 83 per cent cited family violence, 83 per cent cited sexual assault and 86 per cent cited other physical assaults. Data for each jurisdiction are presented in table 7A.34.

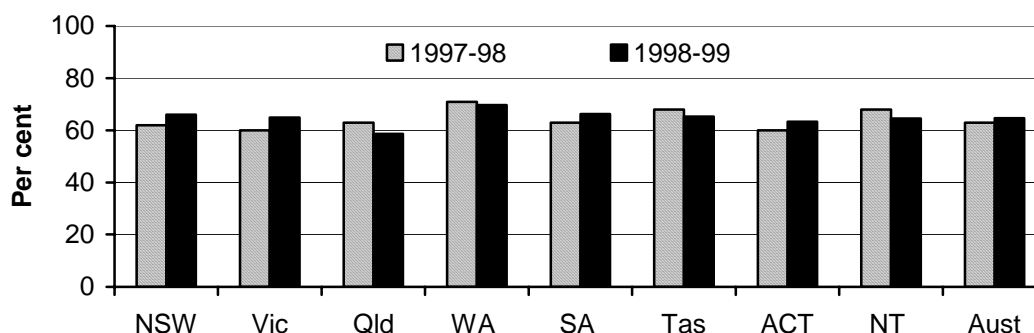
Nationally 65 per cent of persons aged 18 years and over believed housebreaking to be a 'major problem' or 'somewhat a problem' in their neighbourhood. Across jurisdictions, the prevalence of this response ranged from 59 per cent in Queensland to 70 per cent in WA (figure 7.17). According to the *Recorded Crime Australia* statistics, there were 131 572 reported victims of motor vehicle theft in Australia in

1998 (ABS 1999a). The Population Survey Monitor results indicate that 53 per cent of the estimated population believed that motor vehicle theft was a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood. The prevalence of this perception varied from 41 per cent in Queensland to 58 per cent in WA (figure 7.17).

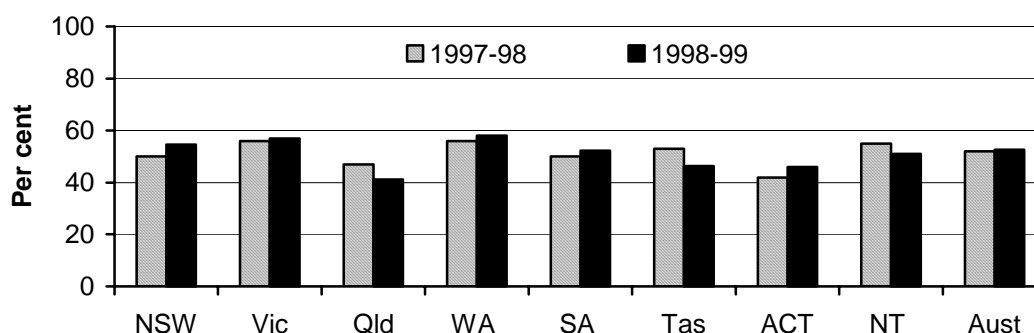
Nationally 46 per cent of the estimated population believed graffiti and vandalism to be a ‘major problem’ or ‘somewhat a problem’ in their neighbourhood; this response ranged from 31 per cent in Tasmania to 54 per cent in WA (figure 7.17).

**Figure 7.17 Persons aged 18 years and over: perception of problems in the neighbourhood<sup>a</sup>**

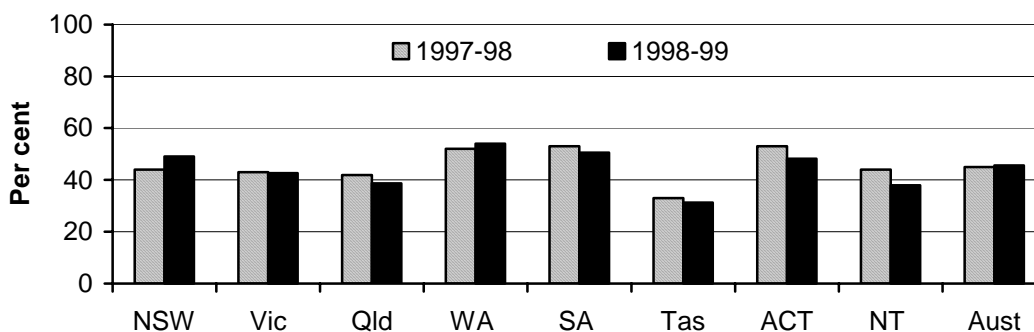
**Proportion who felt that housebreaking was a ‘major problem’ or ‘somewhat a problem’**



**Proportion who felt that motor vehicle theft was a ‘major problem’ or ‘somewhat a problem’**



**Proportion who felt that graffiti or other vandalism was a ‘major problem’ or ‘somewhat a problem’**



<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.34.



Caution should be used when interpreting perceptions of crime. There may be significant differences across jurisdictions between the perceptions of a problem and the actual incidence of these offences (box 7.5).

### Box 7.5 Perceptions of crime problems and levels of reported crime

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 reported levels of crime raise questions about the factors that affect perceptions and require further analysis. 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.

Perceptions of crime problems are not necessarily closely linked to the actual incidence of crime. The following table illustrates this by comparing actual crime rates and perceptions, using motor vehicle theft as an example.

Actual versus perceived crime — motor vehicle theft

	<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>
Actual motor vehicle theft (victims per 100000 persons) <sup>a</sup>									
1996	787	631	517	794	573	610	509	609	671
1997	872	661	502	825	545	519	509	539	703
1998	833	634	454	880	738	634	787	508	702
<b>Rank<sup>b</sup></b>	<b>7</b>	<b>3</b>	<b>1</b>	<b>8</b>	<b>5</b>	<b>3</b>	<b>6</b>	<b>2</b>	<b>..</b>
Perception that motor vehicle theft is a problem (per cent) <sup>c</sup>									
1996	48.1	56.3	39.7	51.8	47.6	44.9	43.4	51.9	48.9
1997	49.1	53.9	42.7	50.9	47.1	49.1	41.4	56.8	49.0
1998	52.5	56.6	44.0	59.3	50.0	49.0	45.4	52.5	52.2
<b>Rank<sup>b</sup></b>	<b>5</b>	<b>7</b>	<b>1</b>	<b>8</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>5</b>	<b>..</b>

<sup>a</sup> Data are based on crimes reported to police. Victims are based on the number of motor vehicles.

<sup>b</sup> Ranking from lowest to highest (1 being equivalent to the lowest) based on 1998 data. <sup>c</sup> Proportion of persons aged 18 years and over who believed that motor vehicle theft was 'somewhat a problem' or a 'major problem' in their neighbourhood. .. Not applicable.

Sources: tables 7A.34 and 7A.36.

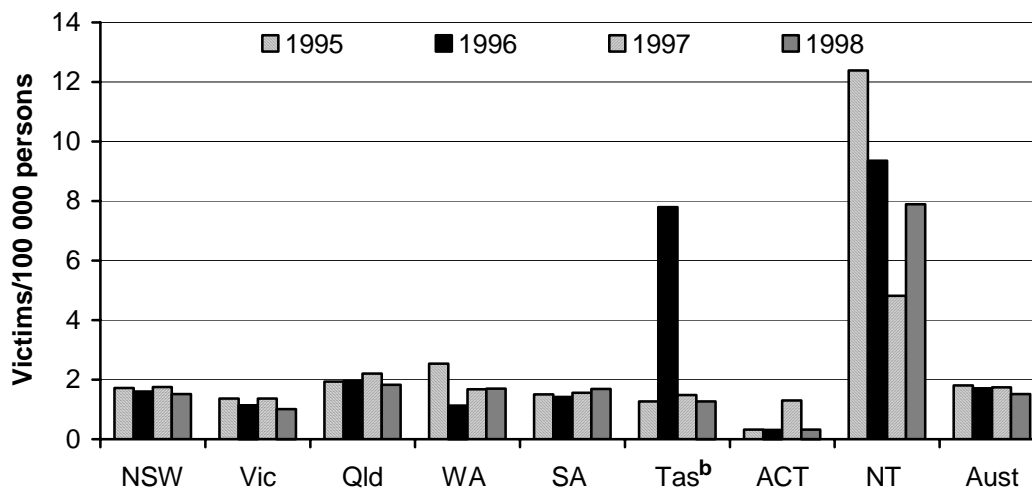
Results indicate that although motor vehicle theft in Queensland decreased each year from 1996, the proportion of people who believed that motor vehicle theft was a 'major problem' or 'somewhat a problem' increased each year over the same period. Further, although Victoria had the third lowest rate of motor vehicle theft in 1998, it had the second highest proportion of people who felt that motor vehicle theft was a crime problem. Similar apparent anomalies existed for the ACT (where the actual incidence of motor vehicle theft was relatively worse than the perceptions of motor vehicle theft in 1998) and the NT (where the opposite case was observed).

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### Reported crimes against the person

Nationally there were 1.5 reported victims of murder per 100 000 persons in 1998, which was slightly lower than the rate in previous years reported here. The victimisation rate ranged from 0.3 per 100 000 persons in the ACT to 7.9 per 100 000 persons in the NT (figure 7.18).

Figure 7.18 **Reported victims of murder<sup>a</sup>**



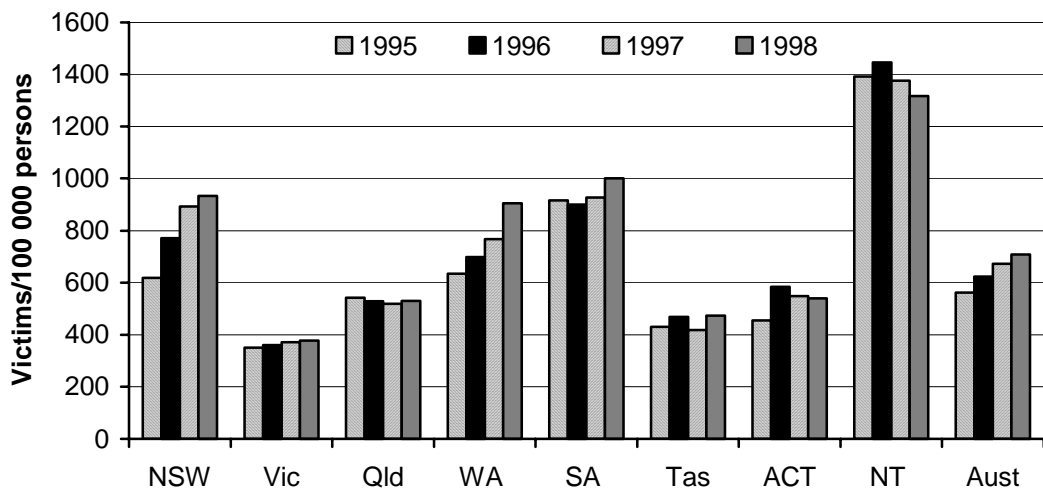
<sup>a</sup> Data are based on crimes reported to police. <sup>b</sup> The dramatic increase in reported victims of murder in 1996 was the result of the single incident multiple murders at Port Arthur.

Source: table 7A.35.

Nationally there were 709.2 victims of assault per 100 000 persons in 1998, ranging from 377.0 victims per 100 000 persons in Victoria to 1317.4 victims per 100 000 persons in the NT (figure 7.19). The victimisation rate rose in every State between 1997 and 1998, and fell in both Territories.

Victims of armed robbery per 100 000 persons increased for all jurisdictions between 1997 and 1998. Nationally there were also 57.9 victims of armed robbery per 100 000 persons in 1998, ranging from 17.9 victims per 100 000 persons in the NT to 90.2 victims per 100 000 persons in NSW (figure 7.20).

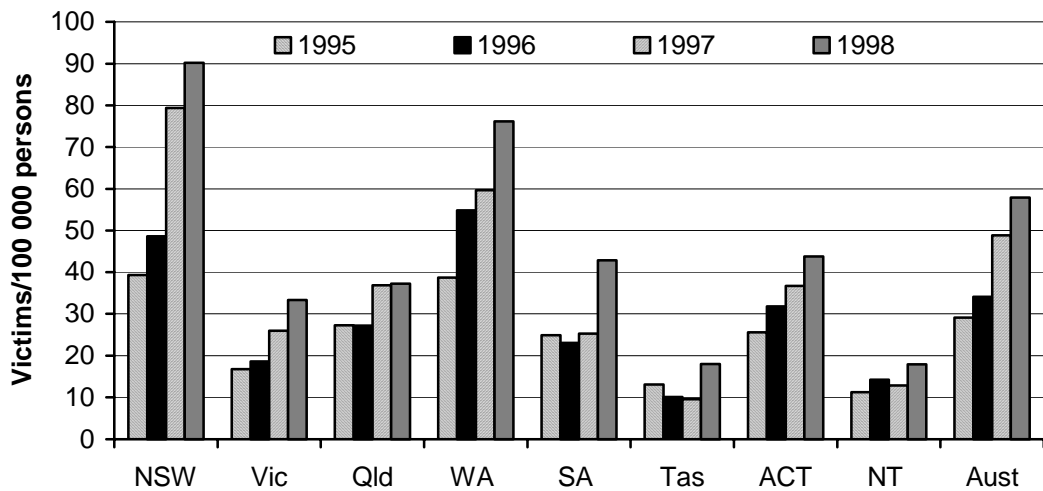
Figure 7.19 Reported victims of assault<sup>a</sup>



<sup>a</sup> Data are based on crimes reported to police.

Source: table 7A.35.

Figure 7.20 Reported victims of armed robbery<sup>a</sup>



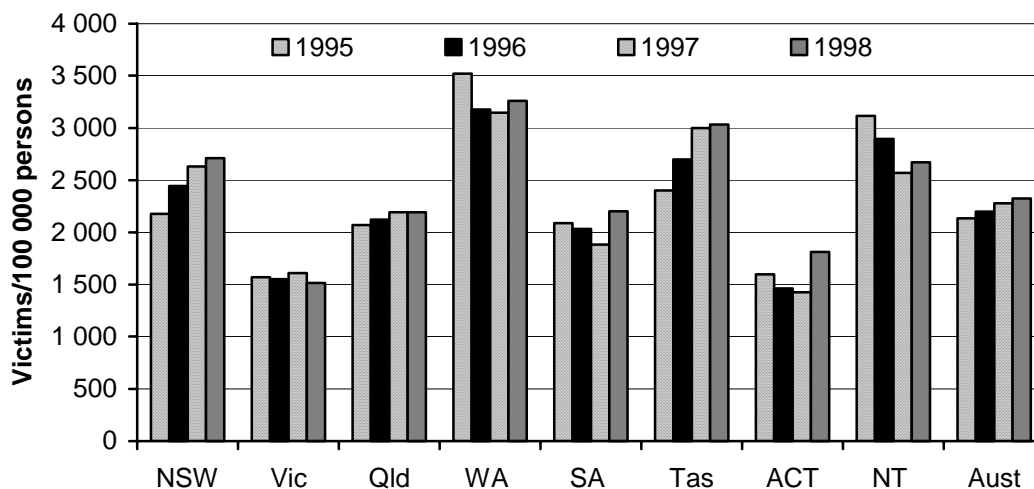
<sup>a</sup> Data are based on crimes reported to police.

Source: table 7A.35.

### Reported crimes against property

Nationally there were 2324 victims of unlawful entry with intent per 100 000 persons in 1998. The incidence varied from 1514 victims per 100 000 persons in Victoria to 3260 victims per 100 000 persons in WA. Victimization rates were higher in 1998 than in 1995 for all jurisdictions except Victoria, WA and the NT. Between 1995 and 1998, victims of unlawful entry with intent per 100 000 persons rose by 26 per cent in Tasmania, and fell by 14 per cent in the NT (figure 7.21).

Figure 7.21 Reported victims of unlawful entry with intent<sup>a</sup>

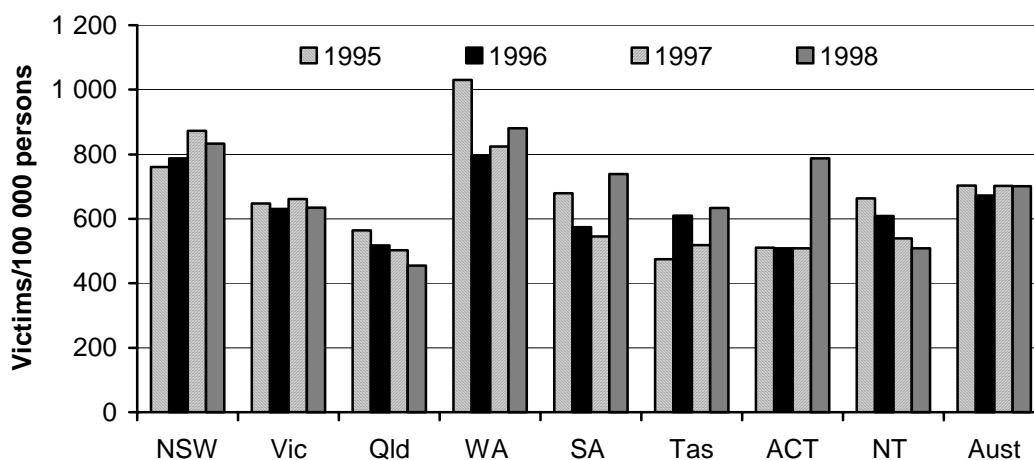


<sup>a</sup> Data are based on crimes reported to police.

Source: table 7A.36.

Nationally there were also 702 motor vehicles stolen per 100 000 persons in 1998. The victimisation rate ranged from 454 motor vehicles per 100 000 persons in Queensland to 880 motor vehicles per 100 000 persons in WA. Motor vehicles stolen per 100 000 persons in the NT in 1998 was 23 per cent lower than the 1995 figure for that Territory, where it has fallen every year over the period. A similar observation can be made for Queensland, where the victimisation rate in 1998 was around 20 per cent lower than the 1995 figure. The largest increase between 1995 and 1998 was in the ACT (54 per cent), which essentially occurred between 1997 and 1998 (figure 7.22).

Figure 7.22 Reported victims of motor vehicle theft<sup>a, b</sup>



<sup>a</sup> Data are based on crimes reported to police. <sup>b</sup> Victims are based on the number of motor vehicles.

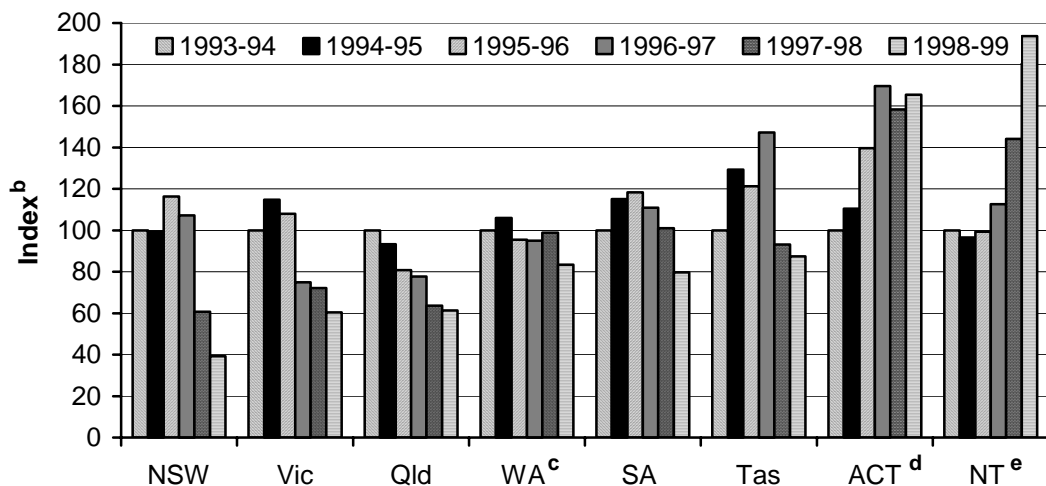
Source: table 7A.36.

## Complaints

A complaint is generally a written statement (although includes verbal complaints in some jurisdictions, such as the NT and the ACT) against police alleging misconduct, poor treatment or violation of legal and/or human rights when a person was in police custody or had voluntary dealing with the police (for example, persons visiting a police station to report a crime) or involuntary dealings (for example, persons being stopped in the street or on the road).

The number of complaints by members of the public against police steadily declined each year between 1993-94 and 1998-99 in Queensland, and fluctuated over the same period in the remaining jurisdictions. The number of complaints fell between 1997-98 and 1998-99 in all jurisdictions except the ACT and the NT (figure 7.23).

Figure 7.23 **Complaints against police<sup>a</sup>**



<sup>a</sup> Data includes some verbal complaints in the NT and the ACT. <sup>b</sup> Index base year 1993-94 = 100. <sup>c</sup> Total public complaints arising from incidents involving officers while on-duty. <sup>d</sup> The figure represents the number of complaints made against any member of the Australian Federal Police located in the ACT, and therefore included complaints made against National Australian Federal Police members not located in the ACT Region Police Service. Includes 33 allegations. <sup>e</sup> A significant proportion of complaints in 1998-99 arose from the Jabiluka Uranium Mine protests in Kakadu National Park.

Source: table 7A.40.

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## Access and equity — Indigenous staffing

This section focuses on the performance of mainstream services in relation to Indigenous Australians, reporting information on Indigenous police staffing for the first time. Identifying Indigenous staff members poses challenges, particularly when relying on self identification. If Indigenous people are required to identify themselves, then the accuracy of the data will partly depend on how they perceive the advantages (or disadvantages) of identification and whether these perceptions change over time. For the purposes of this Report, an Indigenous person is one who both by birth or descent and by identification is Aboriginal, Torres Strait Islander or both Aboriginal and Torres Strait Islander.

NSW and Victoria could not provide this information. Of the other jurisdictions, the NT had the highest proportion of Indigenous police staff (6.0 per cent) in 1998-99, while the ACT had the lowest proportion (0.5 per cent). In most jurisdictions, the proportion of Indigenous police staff generally reflected the Indigenous proportion of the population. The exception was the NT, where the relative discrepancy between the number of Indigenous police staff as a proportion of total police staff (6.0 per cent) and the Indigenous population as a proportion of the total population (24.4 per cent) was greatest (table 7.3).

Table 7.3 Indigenous staffing, 1998-99 (per cent)

	NSW	Vic	Qld	WA <sup>a</sup>	SA	Tas	ACT	NT
Indigenous staff as a proportion of total staff	na	na <sup>b</sup>	2.7	2.3	1.1	1.3	0.5	6.0
Indigenous population as a proportion of total population <sup>c</sup>	1.7	0.5	2.9	3.0	1.4	3.0	1.0	24.4

<sup>a</sup> Relates to staff who volunteered information about their Indigenous status. <sup>b</sup> Victoria Police has the capacity to record and report on various aspects of employee information, including ethnic origin. However, even though Victoria Police may request the ethnicity of an employee, the information can only be volunteered and, to date, very few employees have undertaken to do so. Thus the actual number of employees falling into this category is unknown. <sup>c</sup> Population data based on the ABS, *Census of Population and Housing: Community Profiles, Australia*, (cat. no. 2020.0, 1996). **na** Not available.

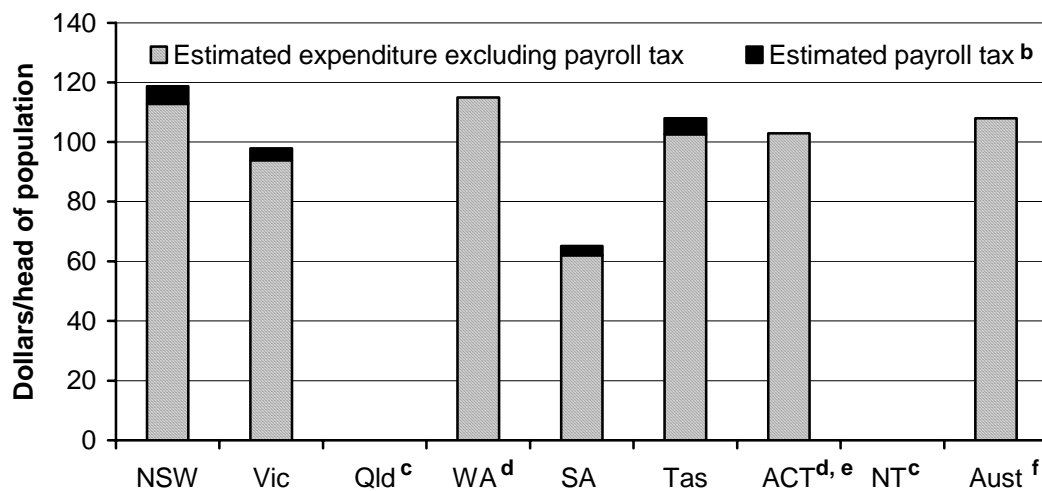
Source: table 7A.41.

## Efficiency

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

first time in this Report. Estimated expenditure on community safety and support ranged from \$65 per head of population in SA to \$118 per head of population in NSW (figure 7.24).

Figure 7.24 Expenditure on community safety and support, 1998-99<sup>a</sup>



<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common service delivery areas. <sup>b</sup> Calculated by multiplying the relevant payroll tax rate in each jurisdiction by the relevant payroll expenditure data. Estimated payroll expenditure data in each jurisdiction calculated by multiplying the total expenditure figure for this service delivery area by the following percentage in each jurisdiction: salaries and payments in the nature of salaries divided by total expenditure (total recurrent expenditure less revenue from own sources, plus capital expenditure), as outlined in tables 7A.1–7A.8. <sup>c</sup> Data only available for all key service delivery areas combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> Results are based on a survey of staff directly involved in the delivery of community policing and related support services within the ACT region. Based on ACT Government payment to the Australian Federal Police for community policing. <sup>f</sup> Includes payroll tax where applicable.

Source: table 7A.42.

## 7.5 Crime investigation

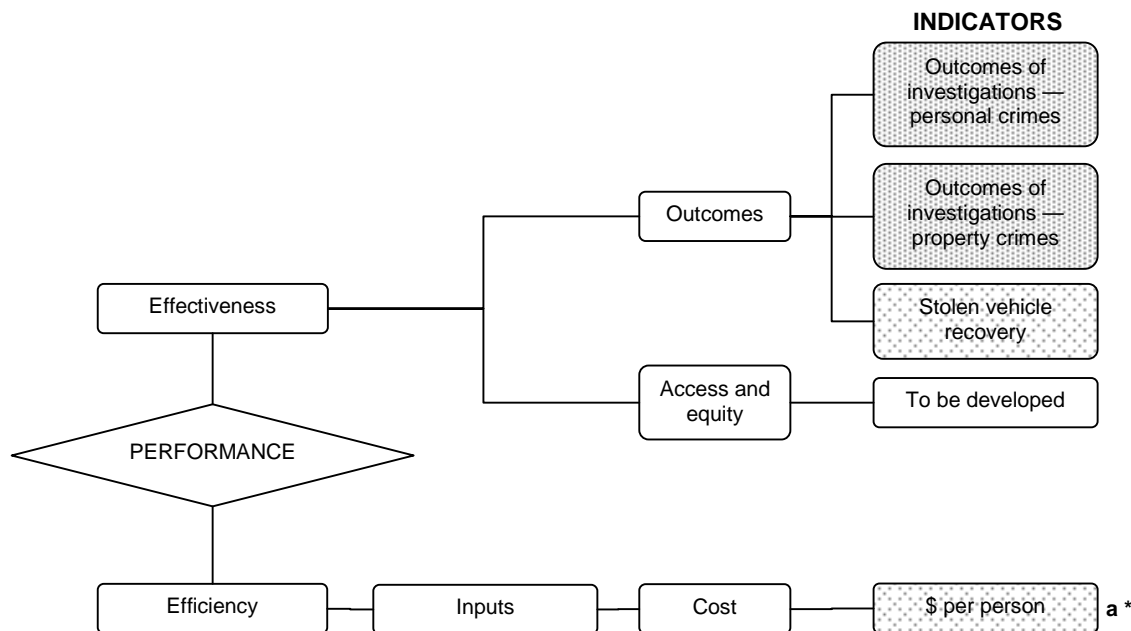
This service delivery area captures the role of police in investigating crime and identifying and apprehending suspects. Activities include:

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

### Framework of performance indicators

The performance of the police in undertaking these activities is measured using a suite of indicators that includes outcomes of investigations (figure 7.25).

Figure 7.25 Performance indicators for crime investigation



**Key to indicators**

- Provided on a comparable basis for this Report
- Incomplete or not strictly comparable
- Yet to be developed or not collected for this Report
- \* New indicator

<sup>a</sup> This measure may be revised for future Reports.

**Key performance indicator results**

The Australian Bureau of Statistics collects data on the 90-day status of investigations but no longer publishes the data for this reference period. Data included here are for only the 30-day status of investigations — that is, the stage that a police investigation has reached after 30 days since the recording of the incident by police. Data on the 90-day status of investigations marginally differs from the data on the 30-day status of investigations.

*Outcomes of investigations — crimes against the person*

Nationally, in 1998, 67 per cent of investigations into reported murders were finalised within 30 days of the offence becoming known to police. Across jurisdictions, the proportion varied from zero in the ACT (based on one murder investigation) to 83 per cent in Tasmania. Nationally proceedings against an alleged offender had begun within 30 days in 90 per cent of finalised murder investigations;



this proportion ranged across jurisdictions from 77 per cent in SA to 100 per cent in Tasmania and the NT (table 7.4).

**Table 7.4 Murder — outcomes of investigations, 30-day status, 1 January to 31 December 1998 (per cent)**

	<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>	<i>Aust</i>
Total investigations	no.	96	47	63	31	25	6	1	15	284
Investigations finalised as a proportion of total investigations	%	60	51	81	81	68	83	0	67	67
Investigations in which offender was proceeded against as a proportion of investigations finalised	%	93	83	94	84	77	100	..	100	90

.. Not applicable.

Source: table 7A.43.

Nationally 56 per cent of investigations into reported assaults were finalised within 30 days of the offence becoming known to police. The proportion ranged from 43 per cent in Tasmania and the ACT to 63 per cent in SA. Proceedings against an alleged offender had begun within 30 days in 79 per cent of finalised assault investigations nationally, 59 per cent of finalised investigations in SA, and 91 per cent of finalised investigations in Tasmania (table 7.5).

**Table 7.5 Assault — outcomes of investigations, 30-day status, 1 January to 31 December 1998 (per cent)**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
Total investigations	'000	59	18	18	17	15	2	2	3	133
Investigations finalised as a proportion of total investigations	%	59	47	54	53	63	43	43	50	56
Investigations in which offender was proceeded against as a proportion of investigations finalised	%	60	82	83	66	59	91	78	82	79

<sup>a</sup> Some cases could not be classified.

Source: table 7A.44.

Nationally 22 per cent of investigations into reported armed robbery were finalised within 30 days of the offence becoming known to police. This rate of finalisation of investigations ranged from 15 per cent in NSW to 41 per cent in Tasmania. Proceedings against an alleged offender occurred within 30 days in 87 per cent of finalised armed robbery investigations nationally, 82 per cent of finalised investigations in Victoria, and 100 per cent of finalised investigations in the ACT and the NT (table 7.6).

**Table 7.6 Armed robbery — outcomes of investigations, 30-day status, 1 January to 31 December 1998 (per cent)**

	<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>	<i>Aust</i>
Total investigations	no.	5 721	1 555	1 288	1 395	637	85	135	34	10 850
Investigations finalised as a proportion of total investigations	%	15	32	35	22	27	41	24	35	22
Investigations in which offender was proceeded against as a proportion of investigations finalised	%	85	82	93	89	91	94	100	100	87

Source: table 7A.47.

### *Outcomes of investigations — property crimes*

Nationally, in 1998, 7 per cent of investigations into reported unlawful entry with intent were finalised within 30 days of the offence becoming known to police. This rate of finalisation of investigations ranged between 6 per cent and 9 per cent across all jurisdictions. Proceedings against an alleged offender had commenced within 30 days in 83 per cent of finalised investigations nationally, ranging from 74 per cent of finalised investigations in NSW to 95 per cent of finalised investigations in the ACT (table 7.7).

**Table 7.7 Unlawful entry with intent — outcomes of investigations, 30-day status, 1 January to 31 December 1998 (per cent)**

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT<sup>a</sup></i>	<i>Aust</i>
Total investigations	'000	172	71	76	60	33	14	6	5	436
Investigations finalised as a proportion of total investigations	%	6	9	9	8	6	6	6	9	7
Investigations in which offender was proceeded against as a proportion of investigations finalised	%	74	90	90	78	92	91	95	85	83

<sup>a</sup> Some cases could not be classified.

Source: table 7A.50.

Nationally, in 1998, 9 per cent of investigations into reported motor vehicle theft were finalised within 30 days of the offence becoming known to police. This rate of finalisation of investigations varied from 5 per cent in NSW and Tasmania to 22 per cent in the NT. Proceedings against an alleged offender occurred within 30 days in 75 per cent of finalised motor vehicle theft investigations nationally; this proportion ranged across jurisdictions from 62 per cent of finalised investigations in WA to 85 per cent of finalised investigations in NSW, SA and Tasmania (table 7.8).

**Table 7.8 Motor vehicle theft — outcomes of investigations, 30-day status, 1 January to 31 December 1998 (per cent)**

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT <sup>a</sup>	Aust
Total investigations	'000	53	30	16	16	11	3	2	1	132
Investigations finalised, as a proportion of total investigations	%	5	9	17	12	9	5	7	22	9
Investigations in which offender was proceeded against, as a proportion of investigations finalised	%	85	76	71	62	85	85	69	67	75

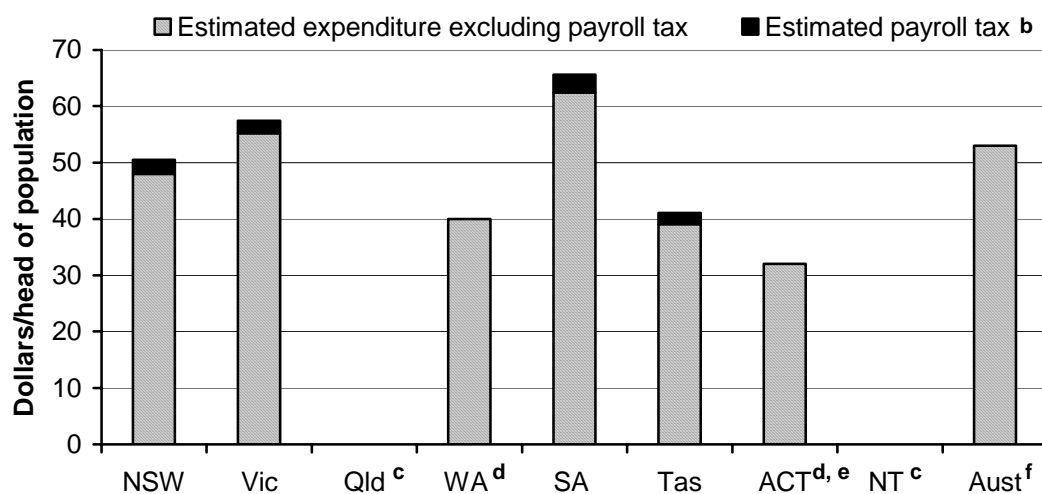
<sup>a</sup> Some cases could not be classified.

Source: table 7A.51.

### Efficiency

Estimated expenditure on crime investigation exceeded 15 per cent of total police services expenditure across all jurisdictions in 1998-99. It ranged from \$32 per head of population in the ACT to \$66 per head of population in SA (figure 7.26).

**Figure 7.26 Expenditure on crime investigation, 1998-99<sup>a</sup>**



<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common service delivery areas. <sup>b</sup> Calculated by multiplying the relevant payroll tax rate in each jurisdiction by the relevant payroll expenditure data. Estimated payroll expenditure data in each jurisdiction calculated by multiplying the total expenditure figure for this service delivery area by the following percentage in each jurisdiction: salaries and payments in the nature of salaries divided by total expenditure (total recurrent expenditure less revenue from own sources, plus capital expenditure), as outlined in tables 7A.1–7A.8. <sup>c</sup> Data are only available for all key service delivery areas combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> Results are based on a survey of staff directly involved in the delivery of community policing and related support services within the ACT region. Use of the teams based approach to investigations in the ACT means time spent on the preliminary investigation of an offence may have been counted in 'Community safety and support'. <sup>f</sup> Includes payroll tax where applicable.

Source: table 7A.54.

## 7.6 Road safety and traffic management

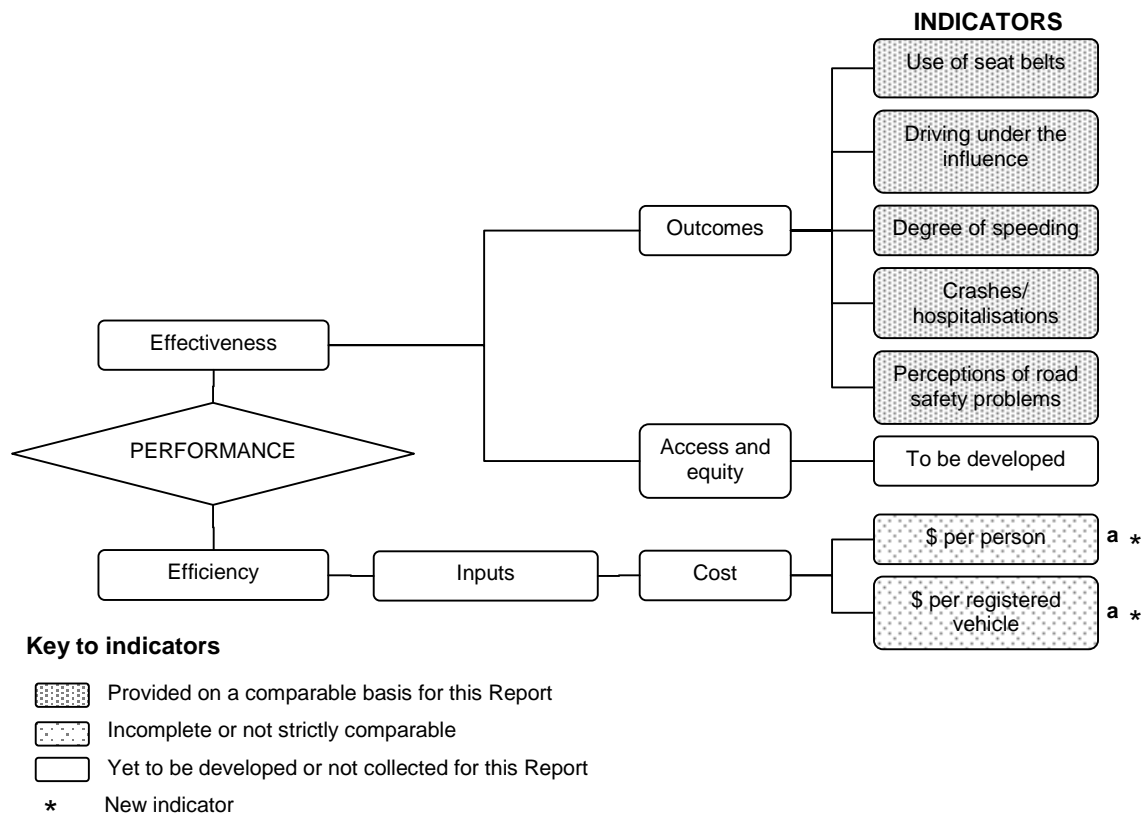
This service delivery area captures the role of police in maximising road safety through targeted operations to reduce the incidence of traffic offences, and through attendance at, and investigation of, road traffic accidents and incidents. Activities typically include:

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

### Framework of performance indicators

The performance of the police in undertaking these activities is measured using a suite of indicators that includes public behaviour on the roads and the number of road hospitalisations and fatalities (figure 7.27).

Figure 7.27 Performance indicators for road safety and traffic management



<sup>a</sup> This measure may be revised for future Reports.

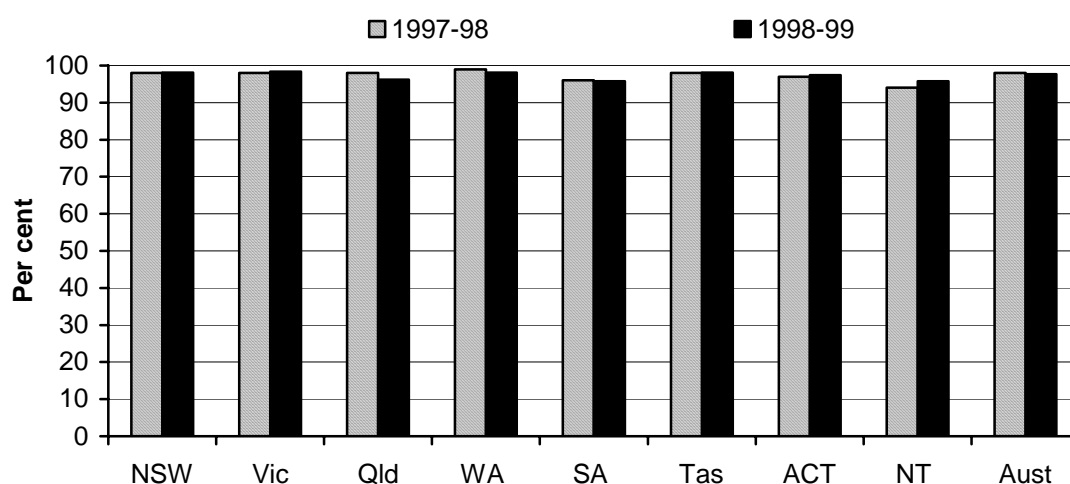
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## Key performance indicator results

### *Use of seat belts*

An aim of police road safety programs is to influence users' behaviour, such as to increase the use of seat belts to reduce the risk of injury from road crashes. This involves promoting the use of seat belts, speed reduction and sober driving. Nationally, in 1998-99, 98 per cent of persons aged 18 years and over who drive a car said they wear a seat belt 'most of the time' or 'always'. This proportion did not vary significantly across jurisdictions or across years (figure 7.28).

Figure 7.28 **Persons who wear a seat belt 'most of the time' or 'always' of persons aged 18 years and over who drive a car<sup>a</sup>**



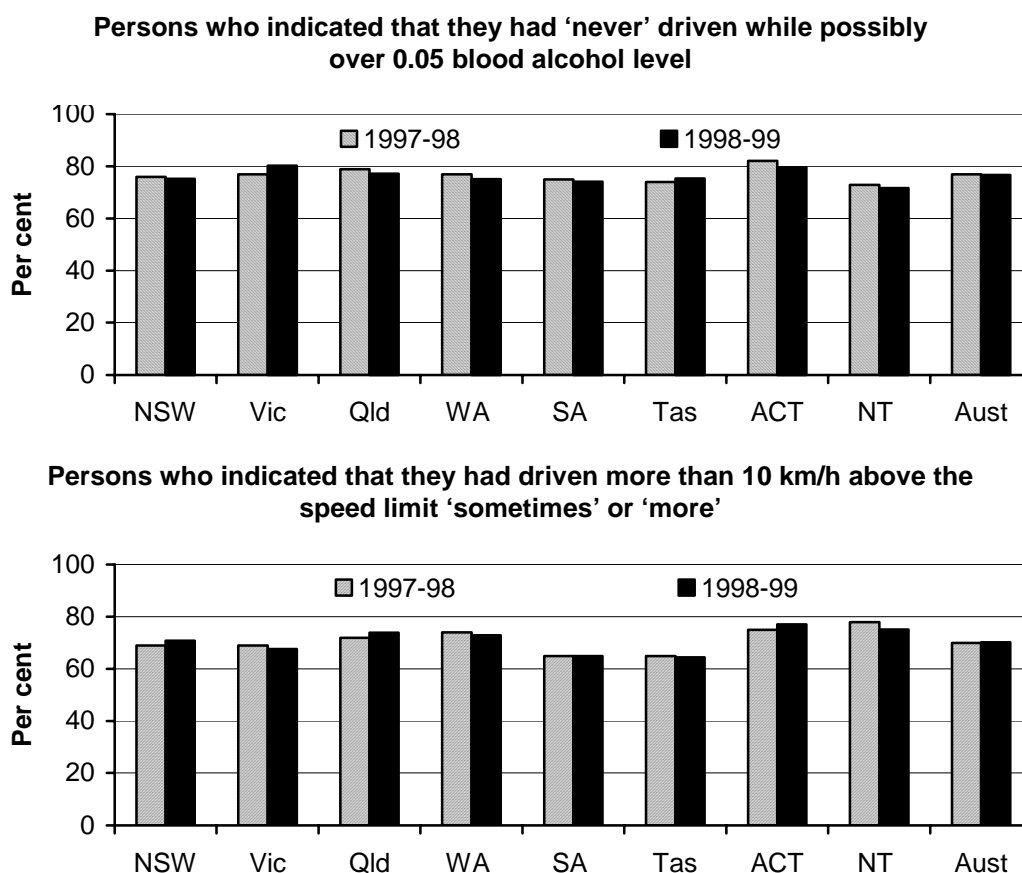
<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Source: table 7A.56.

### *Road safety behaviour — speed and alcohol*

Nationally 77 per cent of persons aged 18 years and over in 1998-99 indicated that they had 'never' driven when possibly over the 0.05 blood alcohol limit. This proportion ranged from 72 per cent in the NT to 80 per cent in Victoria. Seventy per cent of persons reported travelling more than 10 kilometres per hour above the speed limit 'sometimes' or 'more'. Across jurisdictions, the proportion ranged from 64 per cent in Tasmania to 77 per cent in the ACT (figure 7.29).

**Figure 7.29 Persons aged 18 years and over: acknowledged road safety behaviour<sup>a</sup>**



<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

Sources: tables 7A.57 and 7A.58.

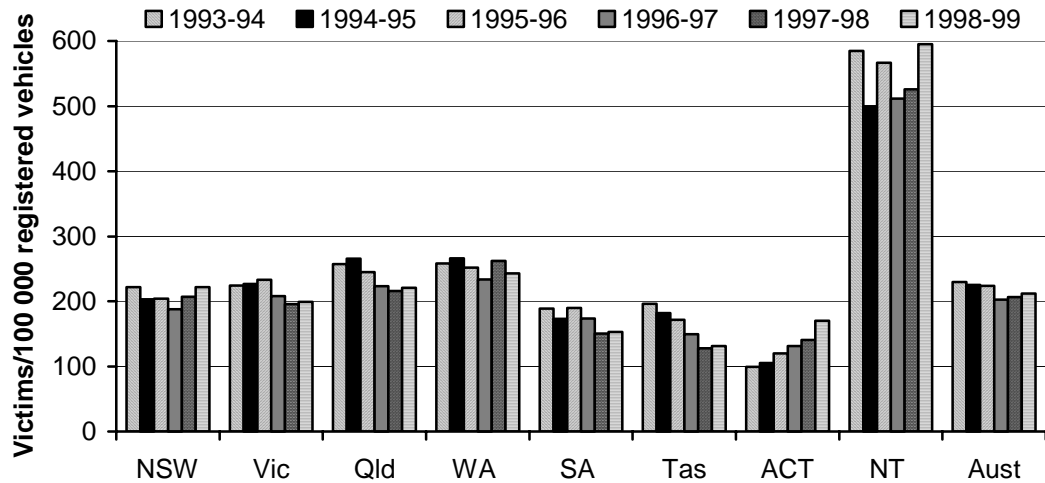
### *Road fatalities and hospitalisations*

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

Nationally there were 25 568 road deaths and hospitalisations in 1998-99. Across jurisdictions, this number ranged from 331 in the ACT to 8161 in NSW (FORS 1999). There were 212 road deaths and hospitalisations per 100 000 registered vehicles in Australia in 1998-99, ranging from 131 in Tasmania to 595 in the NT. The largest fall in deaths and hospitalisations over the period 1993-94 to 1998-99 occurred in Tasmania (down 65 per 100 000 registered vehicles) followed by Queensland and SA (both down 36 per 100 000 registered vehicles). The largest

increase over the period occurred in the ACT (up 71 per 100 000 registered vehicles) (figure 7.30).

Figure 7.30 Road fatalities and hospitalisations<sup>a</sup>



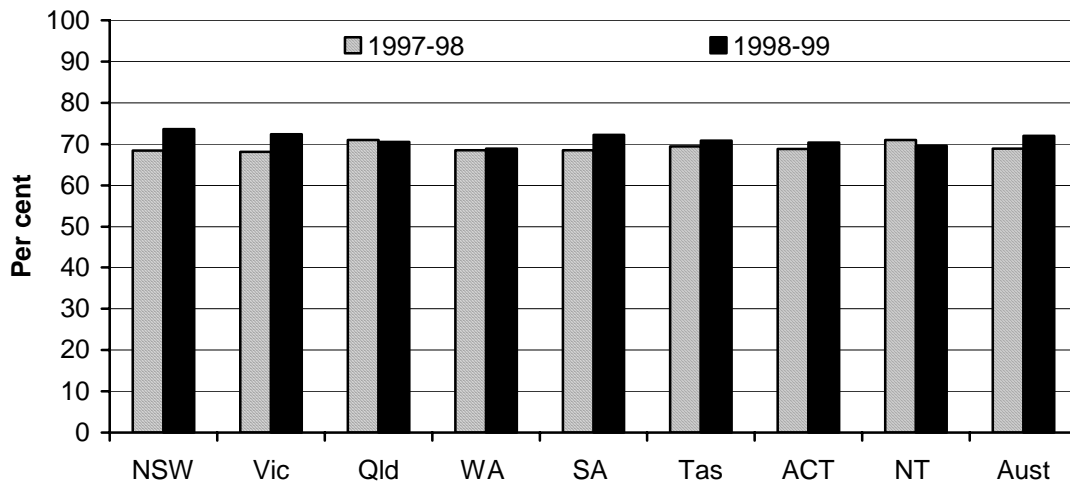
<sup>a</sup> Estimates of hospitalisations for 1997-98 are based on data for the two quarters to December 1997. Estimates of hospitalisations for 1998-99 are based on data for the one quarter to December 1998.

Source: table 7A.59.

### Perceptions of road safety problems

Comparable data on actual levels of seat belt use, speeding and driving while under the influence are not available for reporting, so the performance indicators are based on survey responses. Nationally 72 per cent of persons aged 18 years and over believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat a problem' within their neighbourhood. Across jurisdictions, this observation ranged from 69 per cent in WA to 74 per cent in NSW (figure 7.31).

**Figure 7.31 Persons aged 18 years and over: proportion who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat a problem' in their neighbourhood<sup>a</sup>**



<sup>a</sup> Caution should be used where there are small differences in the results, which are affected by sample and estimate size (see table 7A.75 for standard errors).

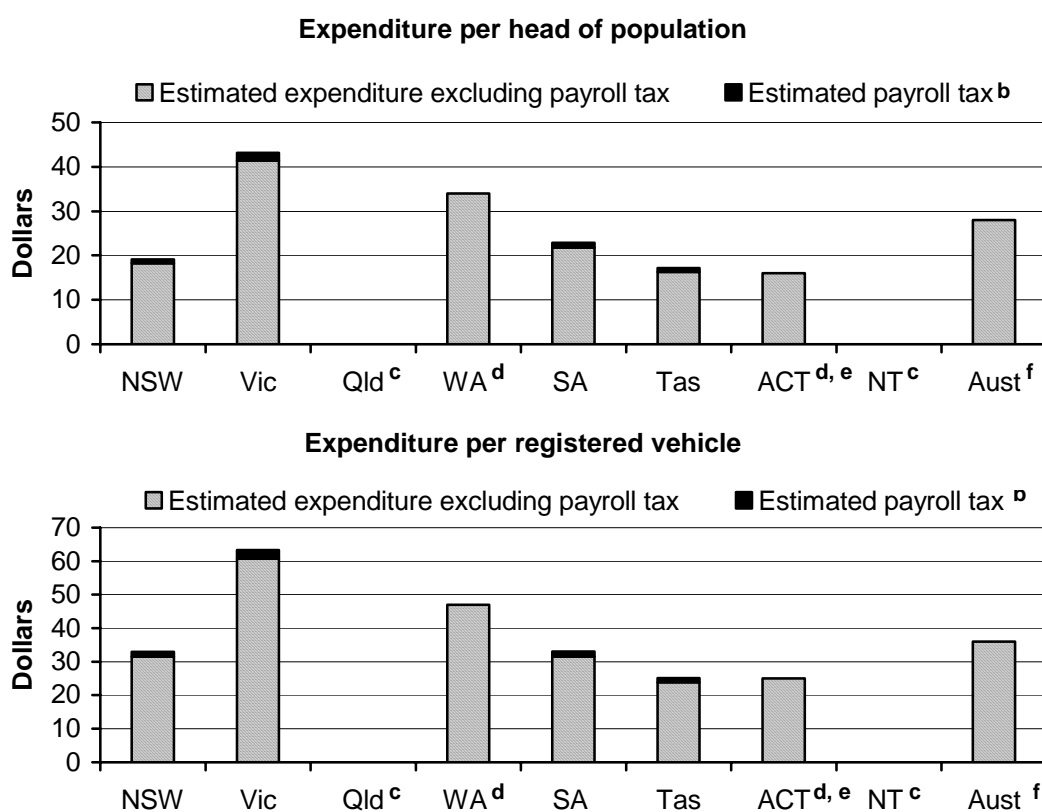
Source: table 7A.60.

### *Efficiency*

Estimated expenditure on road safety and traffic management ranged from \$16 per head of population in the ACT to \$43 per head of population in Victoria. Estimated expenditure on road safety and traffic management per registered vehicle also varied across jurisdictions, from \$25 in both the ACT and Tasmania to \$64 in Victoria (figure 7.32).



Figure 7.32 Expenditure on road safety and traffic management, 1998-99<sup>a</sup>



<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common service delivery areas. <sup>b</sup> Calculated by multiplying the relevant payroll tax rate in each jurisdiction by the relevant payroll expenditure data. Estimated payroll expenditure data in each jurisdiction calculated by multiplying the total expenditure figure for this service delivery area by the following percentage in each jurisdiction: salaries and payments in the nature of salaries divided by total expenditure (total recurrent expenditure less revenue from own sources, plus capital expenditure), as outlined in tables 7A.1–7A.8. <sup>c</sup> Data are only available for all key service delivery areas combined. <sup>d</sup> Exempt from payroll tax. <sup>e</sup> Results are based on a survey of staff directly involved in the delivery of community policing and related support services within the ACT region. <sup>f</sup> Includes payroll tax where applicable.

Source: table 7A.61.

## 7.7 Services to the judicial process

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

Activities typically include:

- preparing briefs;

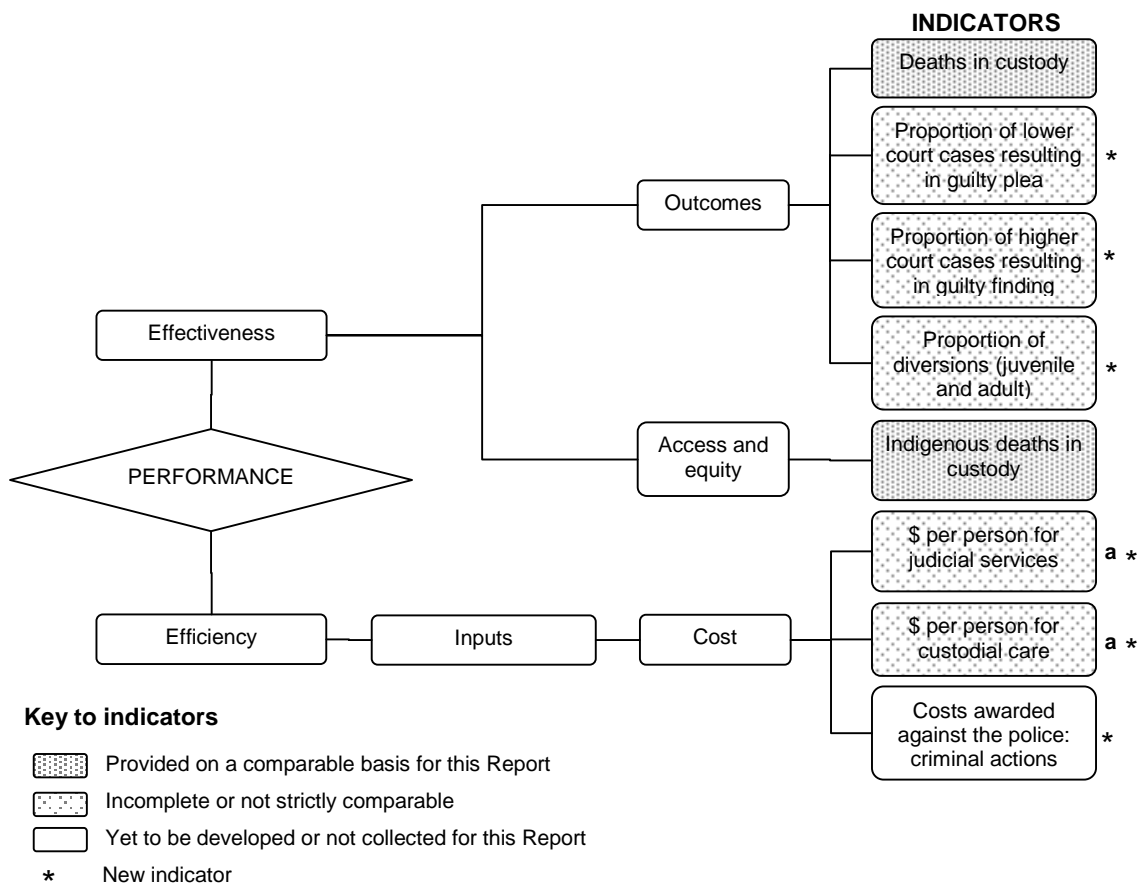
- presenting evidence at court; and
- conducting court and prisoner security.

The role of police services in conducting court and prisoner security differs across jurisdictions. These differences are documented in table D.3 in the Justice preface, and should be considered when assessing performance.

### Framework of performance indicators

The performance of the police in undertaking these activities is measured using a suite of indicators that includes the number of court cases resulting in guilty pleas or guilty findings, and the effectiveness of police in diverting offenders from the criminal justice system (figure 7.33).

Figure 7.33 Performance indicators for services to the judicial process



<sup>a</sup> This measure may be revised for future Reports.

Ongoing work to provide a more comprehensive set of performance indicators, and to improve existing indicators and the data, is discussed in section 7.5.

## Key performance indicator results

### *Deaths in custody*

Nationally there were 24 deaths in police custody and custody related operations in 1998. Across jurisdictions, this number ranged from no deaths in SA, Tasmania and the ACT to 10 deaths in NSW. Nationally there were six Indigenous deaths: two each in NSW and the NT, and one each in Queensland and WA. The overall number of deaths in custody has fallen slightly since 1994 (table 7.9).

**Table 7.9 Number of deaths in police custody and custody related operations<sup>a</sup>**

	Year	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Total	1994	6	11	4	3	1	0	0	0	26 <sup>b</sup>
Non-Indigenous	1994	6	10	4	2	0	0	0	0	23
Indigenous	1994	0	1	0	1	1	0	0	0	3
Total	1995	6	9	4	2	0	3	1	1	26
Non-Indigenous	1995	3	9	4	0	0	3	1	1	21
Indigenous	1995	3	0	0	2	0	0	0	0	5
Total	1996	12	1	4	5	1	1	0	3	27
Non-Indigenous	1996	12	1	3	3	1	1	0	2	23
Indigenous	1996	0	0	1	2	0	0	0	1	4
Total	1997	13	5	1	4	1	0	0	4	28
Non-Indigenous	1997	10	5	1	2	1	0	0	3	22
Indigenous	1997	3	0	0	2	0	0	0	1	6
Total	1998	10	7	3	2	0	0	0	2	24
Non-Indigenous	1998	8	7	2	1	0	0	0	0	18
Indigenous	1998	2	0	1	1	0	0	0	2	6
<b>Total</b>	<b>1994–98</b>	<b>47</b>	<b>33</b>	<b>16</b>	<b>16</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>10</b>	<b>131<sup>b</sup></b>
<b>Non-Indigenous</b>	<b>1994–98</b>	<b>39</b>	<b>32</b>	<b>14</b>	<b>8</b>	<b>2</b>	<b>4</b>	<b>1</b>	<b>6</b>	<b>107</b>
<b>Indigenous</b>	<b>1994–98</b>	<b>8</b>	<b>1</b>	<b>2</b>	<b>8</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>4</b>	<b>24</b>
<b>Rate per 100 000</b>	<b>1994–98</b>	<b>0.2</b>	<b>0.2</b>	<b>0.1</b>	<b>0.2</b>	<b>0.0</b>	<b>0.2</b>	<b>0.1</b>	<b>1.1</b>	<b>0.2</b>
<b>Non-Indigenous</b>	<b>1994–98</b>	<b>0.1</b>	<b>0.2</b>	<b>0.1</b>	<b>0.1</b>	<b>0.0</b>	<b>0.2</b>	<b>0.1</b>	<b>0.9</b>	<b>0.1</b>
<b>Indigenous</b>	<b>1994–98</b>	<b>1.6</b>	<b>1.0</b>	<b>0.4</b>	<b>3.1</b>	<b>1.0</b>	<b>0.0</b>	<b>0.0</b>	<b>1.7</b>	<b>1.4</b>

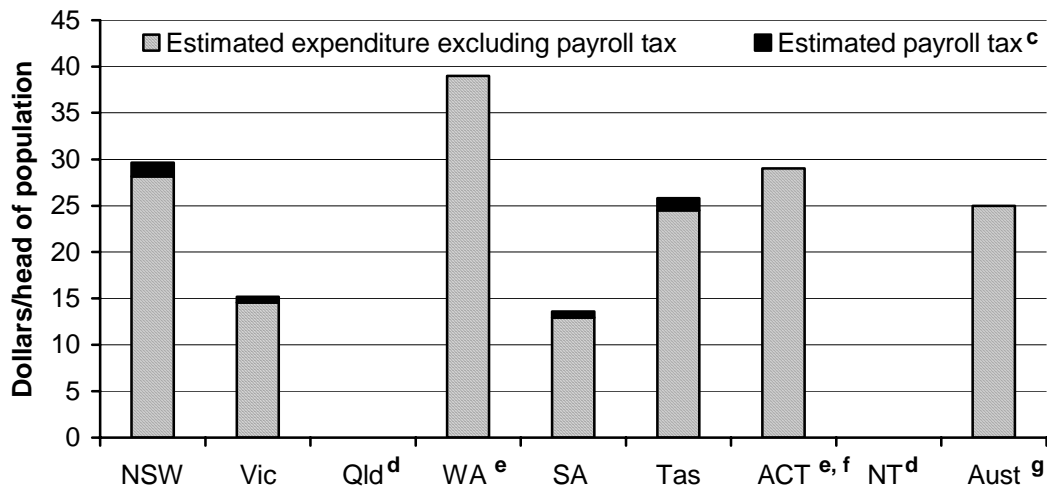
<sup>a</sup> Deaths in police custody include: deaths in institutional settings (for example, police stations/lockups and police vehicles, or during transfer to or from such an institution, or in hospitals following transfer from an institution); and other deaths in police operations where officers were in close contact with the deceased (for example, most raids and shootings by police). Deaths in custody related operations cover situations where officers did not have such close contact with the person as to be able to significantly influence or control the person's behaviour (for example, most sieges and most cases where officers were attempting to detain a person, such as pursuits). <sup>b</sup> Includes one Australian Federal Police (national, not ACT) death in custody. <sup>c</sup> Calculated as the average number of deaths in custody between 1994 and 1998, divided by the population in each jurisdiction (1996 ABS Census data) and multiplied by 100 000.

Source: table 7A.62.

## Efficiency

Estimated expenditure on services to the judicial process ranged from \$14 per head of population in SA to \$39 per head of population in WA in 1998-99 (figure 7.34).

Figure 7.34 Expenditure on services to the judicial process, 1998-99<sup>a, b</sup>



<sup>a</sup> Some data are preliminary and thus have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common service delivery areas. <sup>b</sup> Table D.3 maps some differences in the role of justice agencies across jurisdictions regarding the transportation and care of offenders and the provision of court security, which may affect comparisons of police costs. <sup>c</sup> Calculated by multiplying the relevant payroll tax rate in each jurisdiction by the relevant payroll expenditure data. Estimated payroll expenditure data in each jurisdiction calculated by multiplying the total expenditure figure for this service delivery area by the following percentage in each jurisdiction: salaries and payments in the nature of salaries divided by total expenditure (total recurrent expenditure less revenue from own sources, plus capital expenditure), as outlined in tables 7A.1–7A.8. <sup>d</sup> Data are only available for all key service delivery areas combined. <sup>e</sup> Exempt from payroll tax. <sup>f</sup> Results are based on a survey of staff directly involved in the delivery of community policing and related support services within the ACT region. <sup>g</sup> Includes payroll tax where applicable.

Source: table 7A.65.

## 7.8 Future directions in performance reporting

### Improving the measurement of unit costs

The Steering Committee is working with the Police Working Group to improve the measurement of unit costs by introducing a more consistent treatment of:

- superannuation costs (see SCRCSSP 1998);
- payroll tax (see SCRCSSP 1999b); and

- 
- depreciation and the user cost of capital.

This year's data collection identifies superannuation and payroll tax separately, so as to improve the comparability and accuracy of unit cost information in this Report (box 7.6). The payroll tax paid by police services in NSW, Victoria, SA, Tasmania and the NT has been estimated and presented in the figures and associated tables to improve comparability with the data of WA Police and the Australian Federal Police that are not liable for this tax. Further, the user cost of capital for police services is reported for the first time in this Report in attachment 7A.

#### **Box 7.6 Comparability of cost estimates**

It is an objective of the Review to report comparable estimates of costs. Ideally, the full range of costs to government is counted on a comparable basis. Where the full costs cannot be counted, costs should be estimated on a consistent basis.

The Steering Committee has identified four areas that could diminish the comparability of costs across government and private providers.

- Superannuation costs are included in cost estimates for police services. This ensures comparability across jurisdictions. SCRCSSP (1998) recommended costing superannuation on an accrual actuarial basis.
- Depreciation costs are included in cost estimates for all police services.
- The user cost of capital is included in estimates of unit costs for each of the four service delivery areas. It represents the opportunity cost to government of the funds tied up in police assets. Excluding the user cost of capital lowers the reported costs per capita. Comparability can be improved by adding the user cost of capital to costs if debt servicing costs and State based capital asset charges are deducted from operating costs.
- Payroll tax is payable by police services in some jurisdictions. An imputed payroll tax amount has been added to the unit cost estimates for WA and the ACT to achieve comparability across jurisdictions.

*Sources:* SCRCSSP (1998 and 1999b).

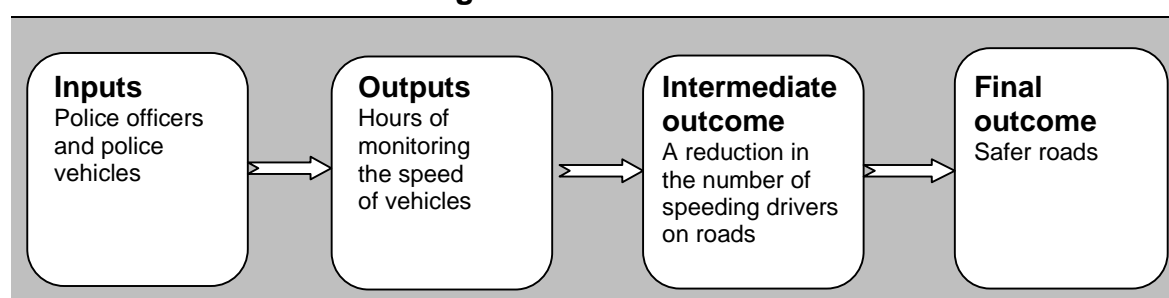
### **Developing efficiency measures for each service delivery area of police**

The Steering Committee will further develop outputs for each service delivery area of police, against which costs may be compared for the purposes of measuring efficiency. Outputs must be carefully chosen to reflect accurately the costs over which agencies have control.

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The development of appropriate outputs for each service delivery area requires a systematic approach to identifying and linking inputs, outputs and the short term (or intermediate) and final outcomes for that service delivery area. Short term or intermediate outcomes are usually more closely linked to the services, whereas other factors can significantly affect final outcomes (see chapter 1). Figure 7.35 provides an example for road safety and traffic management.

**Figure 7.35 Inputs, outputs and outcomes for police services: road safety and traffic management**



In this example, the primary long term or final objective of government in providing road safety and traffic management services is to reduce deaths and injuries on roads. Shorter term or intermediate outcomes may facilitate this aim, including a reduction in the number of speeding drivers who may otherwise contribute to road accidents. Police could reduce the number of speeding drivers on the roads by actively monitoring the speed of vehicles (for example, via speed cameras). Consequently, an appropriate output for road safety and traffic management could be the number of vehicles stopped by the police for speeding offences.

The challenge for this Review is to develop useful output measures (and methods to collect the data) for all the key service delivery areas of police services, given the objectives of police, the resources at their disposal, and the desired intermediate and final outcomes.

### **Further developments to the performance measurement frameworks**

Police agencies will further develop the performance measurement frameworks, which may involve reporting more detailed data, including:

- patrol time;
- investigation of offenders;
- speed and alcohol related traffic operations;
- court and custodial cases; and
- costs awarded against police in relation to criminal actions.

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Indicative data were reviewed in 1999 but definitional problems prevented its early release. Jurisdictions are committed to providing more detailed input data for the 2001 Report which will be reported on a jurisdictional basis under each service delivery area of police and which will allow readers to better interpret results, after considering differences in policies and geographic and demographic characteristics across jurisdictions.

### **Improving reporting of Aboriginal and Torres Strait Islander peoples' access to mainstream services**

In May 1997 the Prime Minister requested that the Steering Committee give priority to developing indicators that measure the performance of mainstream services in meeting the needs of Indigenous Australians. This is an important task, but large gaps remain. This Report contains information on the number of Indigenous deaths in police custody for all jurisdictions, and the number of Indigenous police officers for all jurisdictions except NSW and Victoria. These States are unable to report on the number of Indigenous police officers because the information on Indigenous status is based on self reporting and is only collected on recruitment. This means that information is often unreliable and dated, and it is not electronically recorded on personnel files. Enhancements of personnel systems may allow the collection of more consistent information in the future.

Police services are working with the Australian Bureau of Statistics to develop consistent procedures for the collection of information regarding Indigenous clients. As a first step, it has been agreed that information should be collected on the Indigenous status of alleged offenders, based on self identification. The Australian Bureau of Statistics is undertaking a quality review of records in NSW and is expected to report early in 2000. The review will provide a basis for developing consistent guidelines for police services on the collection strategies (including the need to question all or only a sample of people) and the education program required for police, Indigenous people and the community generally. The Australian Bureau of Statistics will then work with police services to introduce a consistent collection method nationally, which will allow performance reporting for both police and courts. Consequently, the availability and coverage of nationally consistent data on the contact of Indigenous people with police agencies will increase in future Reports.

Information on the experiences of Indigenous people with the criminal justice system in WA is included in *Our Mob Our Justice: Keeping the Vision Alive* (Aboriginal Justice Council 1999). This report includes time series data on Indigenous offenders and Indigenous victims of crime, and spans the entire justice system, including police services.

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## **7.9 Jurisdictions' comments**

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



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## **New South Wales Government comments**

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The NSW Police Service is focusing on ethical, cost effective crime reduction and especially those crime categories most affecting the quality of life — assault, robbery, break and enter, stealing and motor vehicle theft. During the past year motor vehicle theft and robbery with a firearm have decreased while crime levels for the other groups have been contained. For the first time this decade, no reported crime type showed increase. These positive results were driven by improved work practices and use of data.

From 1 July 1998, we implemented a new program structure based on service delivery classes and comparable with those used by other jurisdictions. Our four programs are Community Support, Criminal Investigation, Traffic and Judicial Support.

We are developing systems to provide measures of time use and service delivery to help management decision-making at a local and corporate level. These systems include Activity Based Management, smart rostering and SAP linkage of Human Resource, Finance and Payroll databases.

We are finalising implementation of a Web-based enterprise data warehouse (EDW) to enable analysis across data systems with EDW Phase One (Performance Management) to be completed by March 2000. We are also developing fourth generation systems including Investigation Management (IM) as a central gateway to all crime information.

Data presented in this report have been drawn from early program runs and adjustment is expected as the systems are refined and quality of data entry improves.

The effort and resources we put into continual improvement, work processes and systems improvement will help us handle issues generated by Y2K, the Sydney 2000 Olympics and Paralympics and ensure ongoing pressure is maintained on crime reduction.

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## **Victorian Government comments**

Victoria Police has faced many challenges during 1998-99 which have provided significant opportunity to demonstrate leadership and strength in serving the community and the law.

In particular, Force Command has focused on enhancing the workforce's capacity to provide high level, high quality policing services to the community. This has meant a strong commitment of resources and energy to training and skill development, new equipment, improved facilities and the introduction of state-of-the-art technology.

Upgrades to some 22 country police stations and the opening of six new 24-hour police stations continues to ensure that the community, particularly regional and rural communities, have a visible and highly accessible police force. This commitment to providing comprehensive policing services remains a priority of Victoria Police.

Data contained in this report continues to reinforce the achievements made by all police members and staff throughout the State. The results from the community attitudes survey indicates quite clearly that the Force's investment in initiatives such as the Customer Service Strategy and the Codes of Ethics and Conduct, has ensured that the community continues to have exceptionally high satisfaction levels with their police services. The community's confidence in Victoria Police is reinforced by the results of the reported rates of crime, where Victoria remains below the national average in major crime categories.

This year's report on police services has utilised, for the first time, data from the Force's activity survey, in order to provide more comprehensive information on police services and resource management. While the data are informative and provide further evidence of the range and complexity of policing services, caution must be taken in interpreting this data. In particular, definitional and counting variations will of necessity, limit comparability between policing jurisdictions. However, this new level of data will enable, in future years, a more informed analysis of trends in policing which will reflect differences in policies and other relevant contextual issues, such as geographic size and demographic distributions.

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## Queensland Government comments

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During the last financial year the Queensland Police Service (QPS) has moved to implement accrual output budgeting in line with the State Government shift to a *Managing for Outcomes* initiative. This move has reiterated the QPS focus on service delivery to the community, reflected in the new 1999-2001 QPS Strategic Plan, which was developed to ensure that the safety and security of the Queensland community remains a priority for the Service into the new millennium.

The QPS has formalised the adoption of a problem solving philosophy, which emphasises working with the community to identify problems and allowing flexibility in selecting the most appropriate response to address the problem. To support this the Service has developed a *Guide to Problem Oriented and Partnership Policing*, and information and other systems to provide additional tools to the police.

The Service has also moved to offer flexible policing options where needed. In the last year 12 new Police Beat programs were established, with six new Police Shopfronts being established, and five new positions created under the School Based Policing Program, increasing the number of school based police officers to 17. Additionally, tailored crime prevention information is now released on the Service's Internet site ([www.police.qld.gov.au](http://www.police.qld.gov.au)) to facilitate greater public access and awareness.

The QPS is also moving to develop a comprehensive set of Client Service Standards and a Client Service Charter. It is anticipated that development and adoption of these initiatives will help to enhance our focus on delivering high quality, client responsive services to the full range of our clients — for example, the community generally, victims of crime, people who call police for non-crime related services.

An Organisational Improvement Unit was established in February 1999 to facilitate Service-wide change and continuous organisational improvement in management and procedural issues. The Unit works with Regions, Commands and Divisions to identify areas requiring improvement and to identify and foster good practice in policing.

Road safety continues to be a high priority for the QPS, and in 1998-99 Queensland recorded its lowest road toll since 1954-55, representing eight fewer fatalities than in the previous year, and a 25 per cent reduction over the last five year average.

The QPS has also undertaken a significant level of planning in preparation for the 2000 Olympic Games. Queensland will host more than 120 international Olympic teams from 15 countries both before and during the games. A number of soccer matches will be held in Brisbane, and the Services Olympic games Planning Unit has been working with Olympic planning organisations and interstate police agencies to identify and the policing needs associated with this high level of commitment. Extensive planning and preparation has also been undertaken for the New Year celebrations, and potential problems arising from the *millennium (Y2K) bug*.

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## Western Australian Government comments

“ The WAPS is responsible for policing the largest single police jurisdiction in the world, an area covering 2.5 million km<sup>2</sup> and with many isolated communities. To meet the policing needs of the communities throughout the State, the WAPS operates on a regional structure, comprising one region, six districts and 45 police stations in the metropolitan area, and three regions, nine districts and 119 police stations in the country.

Whilst it is acknowledged that there will always be a responsive and reactive element to policing, the WAPS is also committed to encouraging community involvement in local problem solving. Much of our effort involves working with a wide range of partners, including other government agencies and the community, to identify and respond to the underlying causes of crime. Crime prevention activities account for approximately 18 per cent of our resources and can go unnoticed, given the glare of publicity that accompanies major investigations or operations. Police and members of the community, especially those committed to keeping young people out of trouble, are keenly aware of the value of working together. The launch this year of the Safer WA Program, which is coordinating many crime prevention initiatives throughout the State, affirms the significance of communities working with police to identify local solutions to local problems.

The Investigative Practices Review, completed in late 1997, is continuing to be implemented throughout the State. The main focus of the review is to improve the quality of investigations at the local level. This has seen the redistribution of detectives from the centralised crime portfolio into the districts and the implementation of Crime Management Units in each district to facilitate intelligence-led policing strategies. The success of this initiative is evidenced by the improvement in clearance rates for all major categories of offences against the person and property offences.

Local level business planning and resource allocation is assisted through the conduct of periodic activity surveys throughout the State. These activity surveys provide an indication to local level managers as to the level of effort that is being directed towards WAPS service delivery areas. This information is then analysed as part of the business planning process to determine whether the level of effort is the correct balance to adequately address local issues.

The results of these surveys have also been used for comparative purposes for the first time in this year's report. Whilst it is believed that this is a step in the right direction in providing more relevant comparisons between the various jurisdictions, caution should be taken in interpreting the data, given the diverse nature of activities undertaken and the different recording mechanisms utilised by jurisdictions.

The WAPS believe that initiatives currently being implemented, along with those previously implemented through our long-term service improvement program, are providing the 'right recipe' for meeting the community's policing needs and achieving our mission of, ***'In partnership with the community, create a safer and more secure Western Australia by providing quality police services'***. ”

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## South Australian Government comments

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SA Police (SAPOL) has continued its program of change during 1998-99. This follows the revision in previous years of the SAPOL Mission and core functions and the development of a set of core policing strategies which establish a clear sense of purpose. What has been emphasised during this process is the importance of the community's need for preventing crime, and the significance of maintaining support for police and adopting a problem solving approach to dealing with crime.

One of the most significant changes has been the adoption of the Local Service Area Structure and Crime Management Model which are directed at achieving a more efficient and effective service through: a flatter and decentralised structure that is closely aligned to the community; police leaders combining their command role with greater management skills; a problem solving and intelligence-led policing approach; strategic information and intelligence systems to enable targeted operations and responsive services; a flexible multi-skilled workforce; and a customer focused and performance oriented culture.

SA Police has also pursued work on activity surveys which has led to a growing awareness of the value of this measurement tool specifically as the basis for funding and national comparison, and more generally for executive decision making. Activity surveys assist SAPOL to ascertain how its main input (staff time) contributes to specific outputs. The data are linked to outputs and their relative groups via specific, individual activities (126 for generalist police alone). SAPOL surveys staff on a rolling basis which ensures that all operational staff will eventually be surveyed. The methodology involves surveying country and metropolitan Local Service Areas during different seasons and the time periods to ensure that both typical and atypical periods are represented.

In preparation for this next series of surveys, SAPOL is currently trialing the use of hand-held computers, to replace the current paper forms. This electronic option offers a number of advantages: it makes the survey process user-friendly; it reduces the burden on staff, and most importantly, it reduces the turnaround time on results, as data collation and processing would be kept to a minimum.

While the priority of activity surveys will always be to inform the national agenda and state output-based budgeting processes, SAPOL is exploring the value of survey data beyond this requirement. For example, an exploratory research project is currently being undertaken to consider the utility of activity survey data in determining the strategic links between policing outputs and key policing outcomes such as crime reduction and community satisfaction. The aim of this research is to determine the drivers of policing outcomes which will influence the way resources are allocated.

These initiatives, amongst others, assist SAPOL as a modern, motivated and progressive organisation which achieves its mission through services and management practices which are based on an ethical and professional approach to policing.

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## Tasmanian Government comments

“ Tasmania Police celebrated its Centenary this year, its formation as an amalgamated force being on 1 January 1899. During the year a number of major interactive celebratory events were held encouraging community involvement and Premier Jim Bacon commended the Police Service on *achieving its centenary of loyal and diligent service to the Tasmanian public*.

The department has devoted significant resources to a number of corporate priorities in order to remain a vibrant, innovative and effective police and emergency service. Our efforts have been focused on crime prevention, community partnership and safety, and crime detection and investigation.

To this end the following major projects were undertaken:

- a resource redistribution review, aimed at restructuring commands and establishment strengths to reflect organisational needs;
- an integrated crime management strategy involving the establishment of crime management units in all Districts and implementing one stop crime examination teams at crime scenes. Improved offence reporting, better use of intelligence and targeting, and enhanced customer service response has resulted;
- Project Samaritan, which involves Police and Neighbourhood Watch volunteers providing a security assessment and other crime prevention advice to residential burglary victims in order to reduce the statistical likelihood of them becoming repeat victims;
- a number of innovative projects were undertaken by the Crime Prevention and Community Safety Council (CPCSC) including:
  - community partnerships whereby the CPCSC and local government fund a community safety coordinator;
  - collaborative partnerships with business organisations focusing on protection of property, personal safety, shoplifting and fraud;
  - an older persons project to assist these people improve their personal safety in public places and in their homes; and
  - the Common Ground Project that aims to develop, implement and evaluate strategies to address the fear of crime and create safer public spaces.

Concerns at the level of illicit drug crime in the community and the direct links that exist between drug usage and property crime has also led to new strategies aimed at enhancing drug intelligence, reporting and investigative techniques. Preparation is on target to introduce an early intervention and diversion framework, a whole of government approach to divert drug offenders from the criminal justice system to assessment, education and treatment alternatives.

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## **Australian Capital Territory Government comments**

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Community policing services in the ACT are provided by the Australian Federal Police (AFP) under an agreement between the Commonwealth and ACT Governments. The AFP provides the following comments.

During its twentieth anniversary year, the AFP has continued to meet the challenges posed by rapid changes in society and a significant shift in family, personal and community expectations. The ACT has traditionally been viewed as one of the safest places in Australia to live and work. The AFP is working to ensure that the ACT maintains this reputation. The ABS Recorded Crime Statistics demonstrate that the ACT is, however, not isolated from the policing challenges experienced in other Capital cities. Increasing trends in household burglary and motor vehicle theft are being addressed through a targeted response drawing on intelligence driven policing techniques and partnerships with key stakeholders.

The move to a more accountable framework for the delivery of government services through the adoption of output based budgeting techniques, has posed significant challenges for policing jurisdictions. In the ACT, negotiations are currently taking place to move arrangements for the provision of policing services forward into the output based budgeting framework. Development of a purchaser/provider agreement is currently under-way. It is intended that this model will include performance indicators and measures designed to monitor AFP performance against Outcome targets. Targets will be negotiated in consultation with the ACT Government.

Data collected during the ACT Region's first activity survey in October 1999 will assist negotiations for the purchaser provider model. The value of these data will be enhanced over time as future surveys validate and improve upon that already collected.

Innovative improvements in the area of human resource management and significant enhancements to information technology systems introduced during 1998-99, will ensure that the AFP is well positioned to meet the challenges of the new arrangements into the next century.

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## Northern Territory Government comments

“ The NT Police, Fire and Emergency Services (NTPFES) is a tri-service organisation headed by the Commissioner of Police with the corporate mission **“To Serve and Protect the Community.”**

Community safety and policing social disorder remains a high priority for the NTPFES. During the year under review, Police have continued with a “Back to Basics” approach to making NT communities safer. This has seen more police patrols targeting problem areas identified through better intelligence gathering. The results have been applauded and received positive public comment.

The ratio of sworn to non-sworn officers continues to get larger in the NT as the Government maintains its commitment to expanding sworn officers in the service. Police Auxiliaries and Aboriginal Community Police Officers continue to be an important component of sworn officer activity and this is reflected by the increased numbers of Police Auxiliaries and by the NT having the highest proportion of Indigenous police staff anywhere in Australia.

In the past reporting period, the ratio of sworn officers to civilian support staff has been affected by changes to the structure of Government wherein civilian support staff previously allocated to NTPFES have been redeployed to central agencies supporting administrative functions across all of Government.

The NT continues to display higher than average cost for the provision of policing services than other jurisdictions. The tyranny of distance associated with the Territory’s landmass and the needs of a geographically and socially diverse population outside the two major urban centres continues to attribute to significant costs per police officer. Diseconomies of scale are a natural outcome of the provision of services to rural communities of the NT, but necessary if Government is to provide basic social infrastructure to all citizens. The NT Government remains committed to the provision of policing infrastructure to all Territorians.

In a further effort to focus attention on Road Safety, the Government introduced speed and red light cameras in the two main urban centres. The initial response appears to be improved driver behaviour and a significant reduction in general traffic speed. Efforts to increase road safety awareness in the remote Aboriginal communities continues with the implementation of dedicated programs involving Aboriginal Police Community Officers.

As a result of the Jabiluka Uranium Mine protests in Kakadu National Park, the number of complaints against police rose somewhat over the last financial year. Investigation revealed that many of these complaints could not be substantiated and were motivated by a political agenda beyond issues associated with policing.

The continuing development of partnerships between police and the community remains a pivotal strategy in addressing the diverse range of social issues associated with regional populations in the Territory. Of note is the Joint Venture between the Jawoyn Association and the NT Police that adopts a holistic strategy to social disorder. This approach mirrors the Chief Minister’s vision for integrated agency responses to social concerns.

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