
5 Police services

This chapter reports on the performance of police services. These services comprise the operations of the police agencies of each State and Territory government and the ACT community policing function performed by the Australian Federal Police under the *Arrangement between the Minister for Justice and Customs of the Commonwealth and the Australian Capital Territory for the provision of police services to the Australian Capital Territory*. The national policing function of the Australian Federal Police (AFP) and other national non police law enforcement bodies such as the Australian Crime Commission (ACC) are not included in the Report.

A profile of the police sector appears in section 5.1, followed by a brief discussion of recent policy developments in section 5.2. The general approach to performance measurement for police services is outlined in section 5.3. The overarching indicators of police performance are contained in section 5.4, and the specific performance measurement frameworks and data for each service delivery area are discussed in sections 5.5–5.9. Section 5.10 contains information on capital costs in police services and section 5.11 covers future directions in performance reporting. The chapter concludes with jurisdictions' comments (section 5.12), information on sample data (section 5.13) and definitions (section 5.14).

Changes for the 2004 Report

For the 2004 Report payroll tax has been omitted from all expenditure data; therefore, data are not comparable with previous reports. For comparative purposes, however, historical data contained in the 2004 Report have been revised to reflect this change.

Terminology

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

Supporting tables

Supporting tables for chapter 5 are provided on the CD-ROM enclosed with the Report. The files are provided in Microsoft Excel 97 format as \Publications\Reports\2004\Attach5A.xls and in Adobe PDF format as \Publications\Reports\2004\Attach5A.pdf.

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

5.1 Profile of police services

Service overview

The police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community, the investigation of offences, the provision of services to the judicial process, and the provision of road safety and traffic management. Police are involved in a diverse range of activities aimed at reducing the incidence and effects of criminal activity. They also respond to more general needs in the community — for example, assisting emergency services, mediating family and neighbourhood disputes, delivering messages regarding death or serious illness, and advising on general policing and crime issues (CJC 1996).

Roles and responsibilities

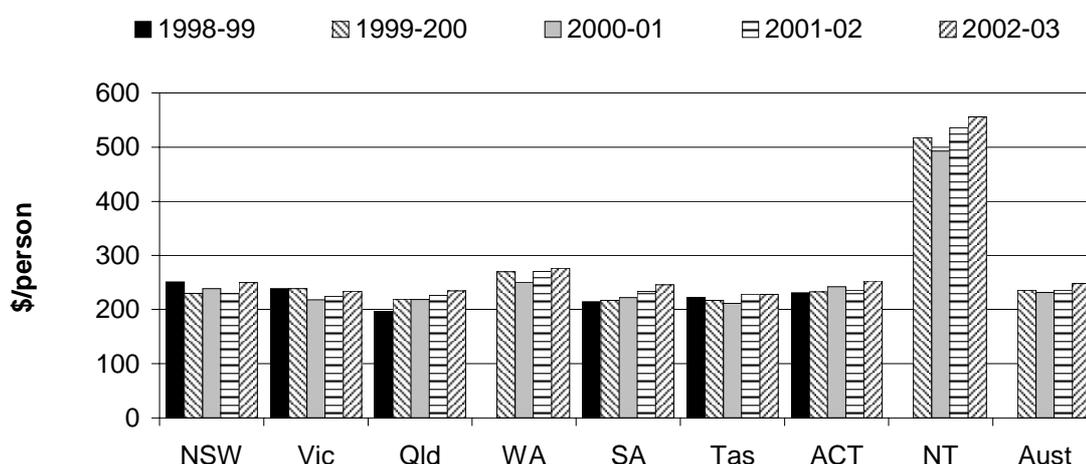
Policing services are predominantly the responsibility of State and Territory government agencies. The Australian Federal Police (AFP) provides a community policing service in the ACT through a strategic partnership with the ACT Government, underpinned by a detailed purchaser/provider agreement. The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

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

Expenditure

Funding for police services comes almost exclusively from State and Territory government budgets, with some limited specific purpose Australian Government grants. Real recurrent expenditure (less revenue from own sources and payroll tax) on police services across Australia was approximately \$4.9 billion (or \$248 per person) in 2002-03 (table 5A.11). All jurisdictions, with the exception of Tasmania, increased their expenditure over the past 12 months, with expenditure varying from \$556 per person in the NT to \$228 per person in Tasmania (figure 5.1).

Figure 5.1 Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2002-03 dollars)^{a, b, c, d}



^a Revenue from own sources includes user charges and other types of revenue (for example, revenue from sale of stores and plant). It excludes fine revenue, money received as a result of warrant execution, and revenue from the issuing of firearm licences. ^b Excludes the user cost of capital. ^c As a result of a comprehensive review of enabling costs applicable to ACT policing in 2000-01, the formula previously applied to the calculation of staffing and expenditure data has been significantly revised. This methodological shift means that data relating to staffing and expenditure from 2000-01 onwards are not directly comparable to data prior to 2000-01. ^d Real expenditure based on the Australian Bureau of Statistics Gross Domestic Product (ABS GDP) price deflator 2002-03 = 100 (table A.26).

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

Variations in policies, socioeconomic factors and geographic/demographic characteristics have an impact on expenditure for police services in each jurisdiction. The scope of activities undertaken by police services also varies across jurisdictions. Tables 5A.1–5A.8 contain a breakdown of the expenditure and revenue from own sources (as well as staffing levels and asset values) of each jurisdiction's police service for 1998-99 to 2002-03.

Expenditure breakdown by key service delivery area

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

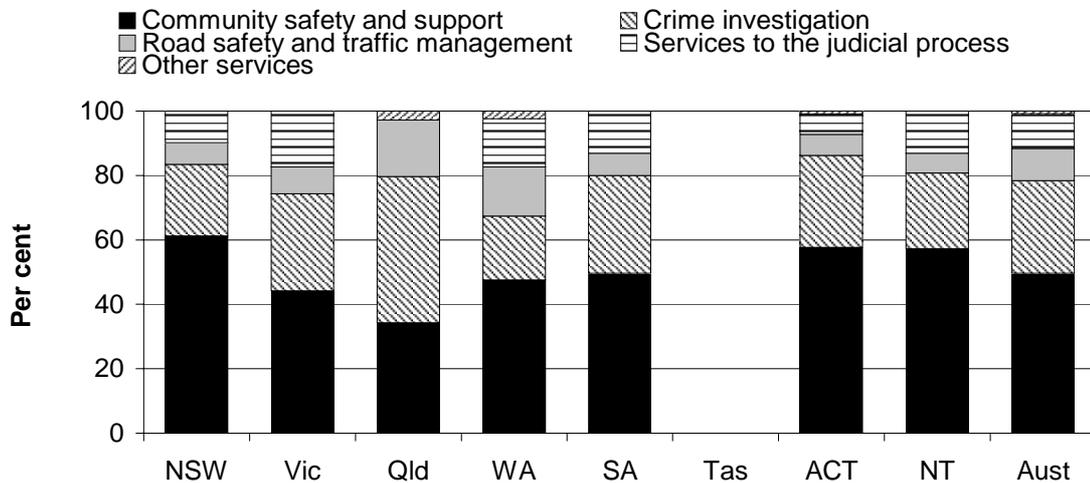
Care needs to be taken when comparing results across jurisdictions, because expenditure data on each SDA are not fully comparable. (Further information is included in section 5.3 and the outputs/programs undertaken within each SDA are listed in table 5A.10 by jurisdiction.) Differences in counting rules exist across jurisdictions, reflecting the differing mixes of activities undertaken within each of the common SDAs. As well, the activity survey data that provide the relative breakdown of expenditure rely on snapshot data for most jurisdictions, and may not accurately reflect the peaks and troughs in expenditure throughout the year. The reliability and representativeness of survey data will continue to improve as more surveys are conducted.

Community safety and support accounted for the largest component of expenditure on police services in 2002-03, accounting for 49.6 per cent of expenditure for those jurisdictions that provided data. Across jurisdictions, the proportion of expenditure on community safety and support was highest in NSW (61.3 per cent) and lowest in Queensland (34.3 per cent) (figure 5.2).

Expenditure on crime investigation accounted for the second largest component of expenditure in 2002-03, accounting for 28.8 per cent of expenditure nationally. Across jurisdictions, the proportion of total expenditure accounted for by crime investigation was highest in Queensland (45.4 per cent) and lowest in WA (19.9 per cent) (figure 5.2).

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

Figure 5.2 **Recurrent expenditure (less revenue from own sources and payroll tax) on police services, by service delivery area, 2002-03^{a, b, c}**



^a Data have not been subject to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. ^b Overheads (for example, infrastructure costs, such as rent on buildings and vehicle and equipment costs) have been apportioned to these SDAs on a pro rata basis. ^c Expenditure data for Tasmania could not be disaggregated by SDA.

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

Size and scope of sector

Client groups

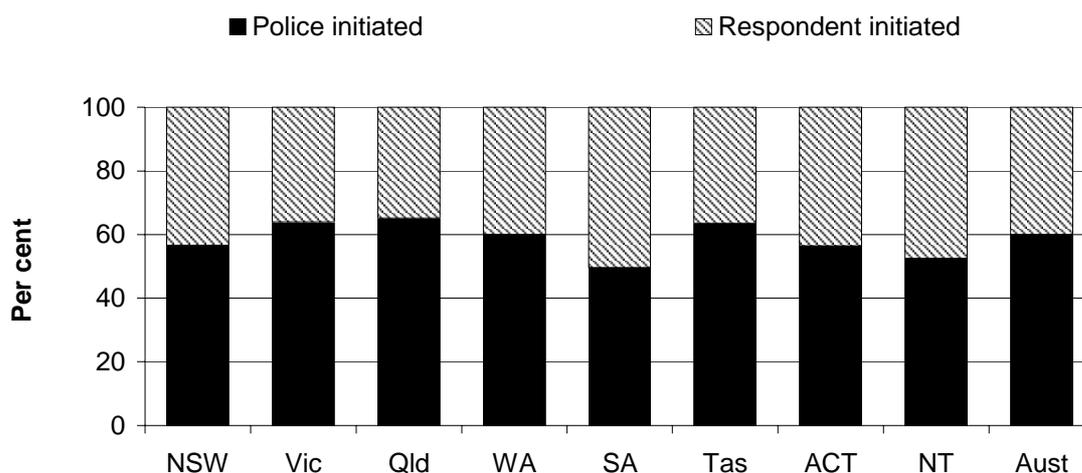
Broadly, the whole community is a ‘client’ of the police. All individuals are provided with protection, help and reassurance, and everyone is required to comply with the law. Some members of the community have more direct dealings with the police and can be considered a specific client group, for example:

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

The ACPR *National Survey of Community Satisfaction with Policing* (NSCSP) indicated that in 2002-03, 47.8 per cent of respondents nationally had had some

form of contact with police in the previous 12 months (table 5A.26). Police had initiated the most recent contact in 60.1 per cent of cases (ranging from 65.2 per cent in Queensland to 49.6 per cent in SA) and the respondent had initiated contact in 39.9 per cent of cases (ranging from 50.4 per cent in SA to 34.8 per cent in Queensland) (figure 5.3).

Figure 5.3 Most recent police contact by initiation, 2002-03^a

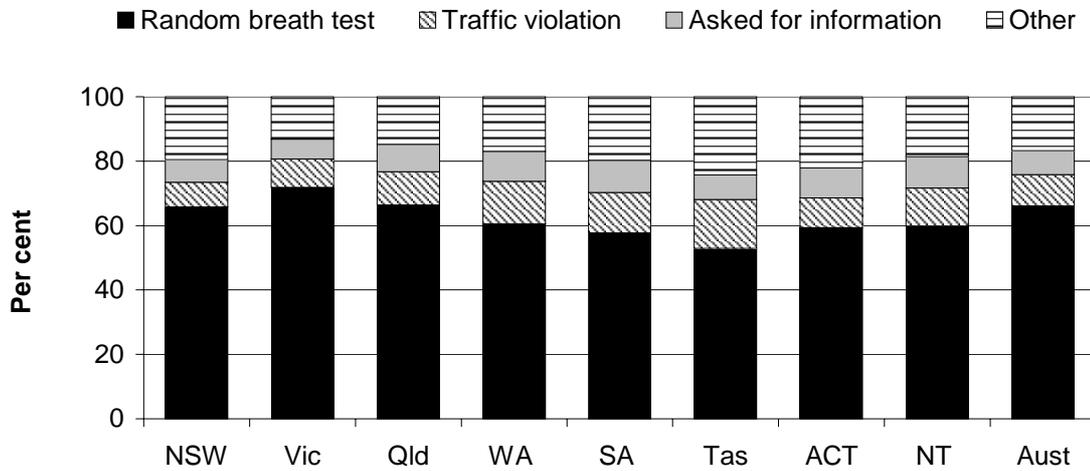


Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.26.

The main reasons for police initiated contact were to undertake random breath testing (66.1 per cent of contacts), pursue traffic violations (9.7 per cent) or ask for information (7.5 per cent) (figure 5.4).

Nationally, the respondent had initiated the most recent contact with police in 39.9 per cent of contacts (table 5A.26). Respondent initiated contacts were mainly to report a crime (40.5 per cent), to report a suspicion (13.1 per cent), get assistance (10.4 per cent) or report a traffic accident (9.0 per cent) (figure 5.5).

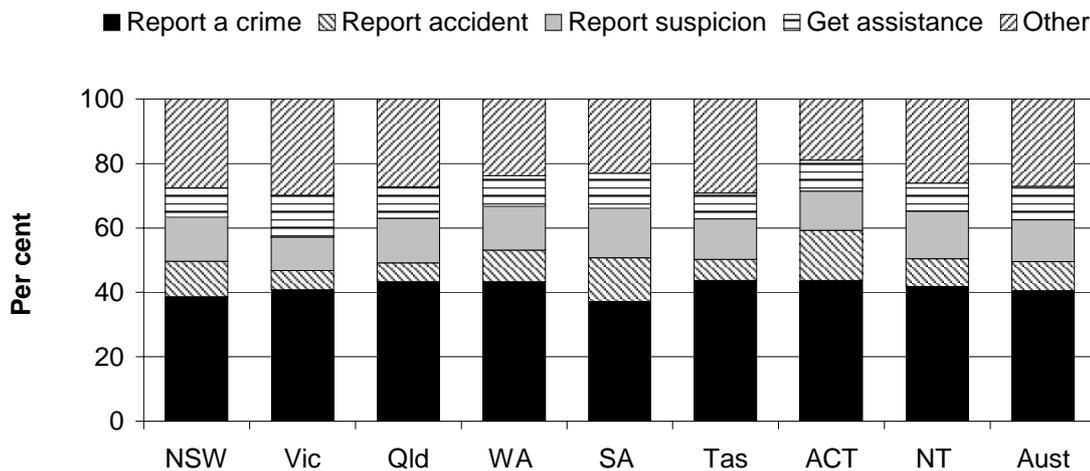
Figure 5.4 The most frequent reasons for police contacting respondent in most recent contact, 2002-03^a



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

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.29.

Figure 5.5 The most frequent reasons for respondent contacting police in most recent contact, 2002-03^a



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

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.28.

Recorded crime in Australia

Data on crimes against people and property understate the true level of crime in Australia because of the behaviour of victims and the limitations of the data itself. Data relate to recorded crimes but not all offences are reported to, or become known by, police. The victim's confidence in the judicial process, the nature of the offence and the relationship between the victim and perpetrator are among the key factors that influence the propensity to report an offence.

Obtaining an indication of the true level of crime in Australia also depends on the scope of offences across jurisdictions. The Australian Bureau of Statistics (ABS) compiles comparable data on recorded victims of crimes against people and property:

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

The ABS data focuses on offences that are common across jurisdictions. Certain offences for which it is more difficult to develop comparable data (for example, fraud offences) (box 5.1) are excluded. Section 5.5 contains further information on crime rates and victims of specific offences.

Box 5.1 Victims of crime

Recorded crime statistics

Since 1993, the ABS has produced a series of publications providing crime statistics on victims of crime for a selected group of offence types, recorded by State and Territory police services in Australia. Victims can be people, organisations, premises or motor vehicles, depending on the type of offence. Some victims of attempted offences are included that is, attempted assault is counted as part of assault. However, attempted motor vehicle thefts are excluded. The ABS publication *Recorded Crime — Victims 2002, Australia*, (ABS 2003a) is the latest in this series.

Comparing recorded crime statistics across jurisdictions

Recorded crime statistics are based on national standards and classifications, but care needs to be taken when directly comparing these statistics across States and Territories because:

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

Comparing recorded crime statistics with jurisdiction specific data

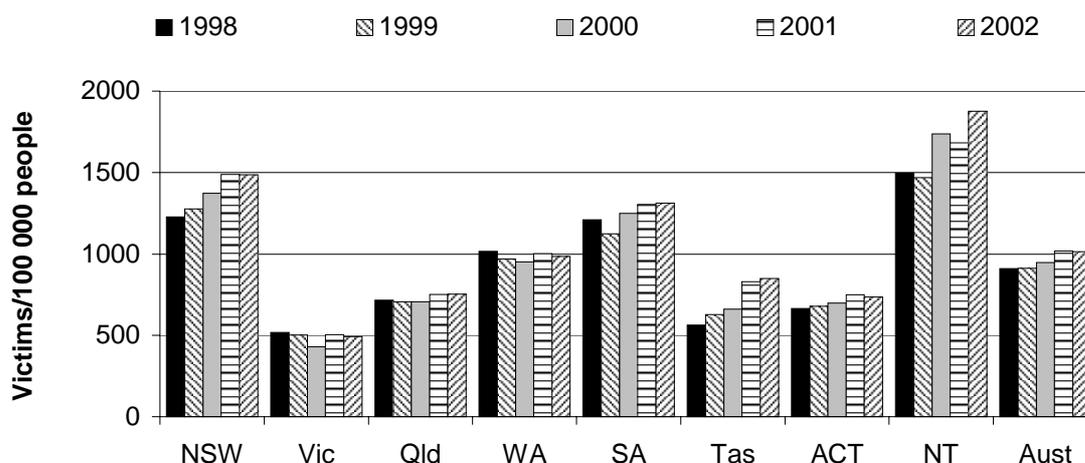
Care needs to be taken if attempting to compare ABS recorded crime statistics with data reported by some jurisdictions. The former are *victim based* (that is, based on the number of victims per selected offence category), whereas State and Territory data are commonly *offence* or *incident based* (that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

Crime and safety statistics

Another valuable measure of crime is the *ABS Crime and Safety, Australia*. The last published national survey was conducted in April 2002, and data from this survey were released in June 2003 (ABS 2003b). This survey provides information on the levels of both reported and unreported victimisation in the Australian community for selected offences.

There were 200 158 victims of crime against people recorded by police in Australia during 2002, up from 197 699 in 2001 (table 5A.16). Expressed as a proportion, there were 1016 victims of crime against the person per 100 000 people. The number of crimes per 100 000 people in 2002 varied across jurisdictions, from 1877 in the NT to 493 in Victoria. When compared with the previous 12 months, the number of victims per 100 000 people increased in Queensland, SA, Tasmania and the NT, and declined in NSW, Victoria, WA and the ACT (figure 5.6).

Figure 5.6 **Victims of recorded crimes against people^{a, b, c, d}**

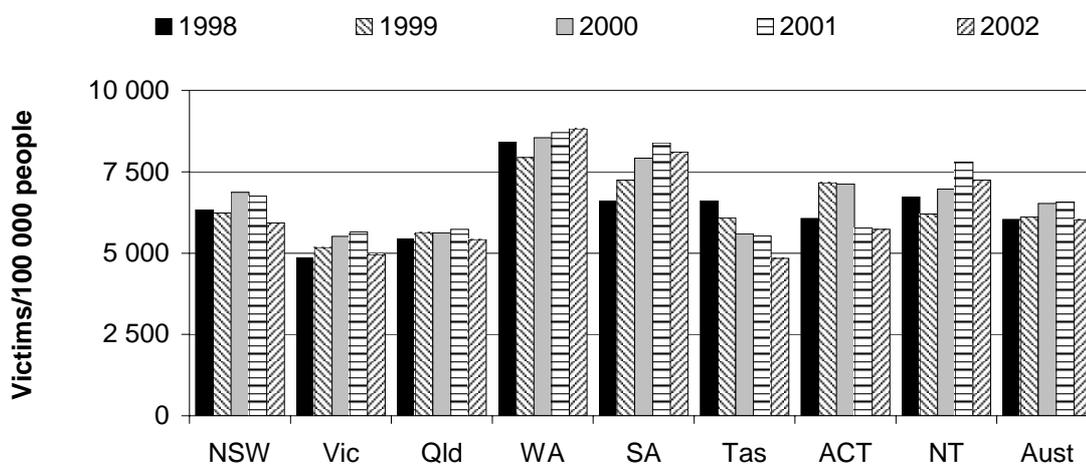


^a Excludes offences against Australian Government laws processed under Australian Government jurisdiction; conspiracy offences; aiding, abetting and accessory offences; and other offence types, such as drug and prostitution offences. ^b Includes murder; attempted murder; manslaughter; assault; sexual assault; kidnapping/abduction; armed robbery; unarmed robbery; and blackmail/extortion. Data are based on crimes reported to police. Includes a small proportion of non person victims (such as organisations) of armed/unarmed robbery and blackmail/extortion. ^c For person offences, the victim may be the victim of multiple person offences within a single criminal incident (for example, a person could be the victim of both assault and robbery which would result in the victim being counted more than once). Alternatively, a victim may be counted more than once within the same national offence category if the multiple offences relate to different criminal incidents or are reported to police at different times. ^d The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.16

There were 1 187 223 victims of crimes against property (or 6025 per 100 000 people) in Australia in 2002, down from 1 275 785 in 2001 (table 5A.16). Across jurisdictions, the number per 100 000 people ranged from 8823 in WA to 4842 in Tasmania. When compared with the previous 12 months, The number of victims per 100 000 declined in all jurisdictions except WA (figure 5.7).

Figure 5.7 Victims of recorded crimes against property^{a, b, c, d}



^a 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. ^b Includes unlawful entry with intent; motor vehicle theft; and other theft. Data are based on crimes reported to police. Includes a small proportion of person victims of other theft. ^c For property offences, the victim counts may relate to multiple offences within a single criminal incident (for example, motor vehicle theft and other theft which would result in the multiple victim counts). Alternatively, a victim may be counted more than once within the same national offence category if the multiple offences relate to different criminal incidents or are reported to police at different times. ^d The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.16.

Staffing

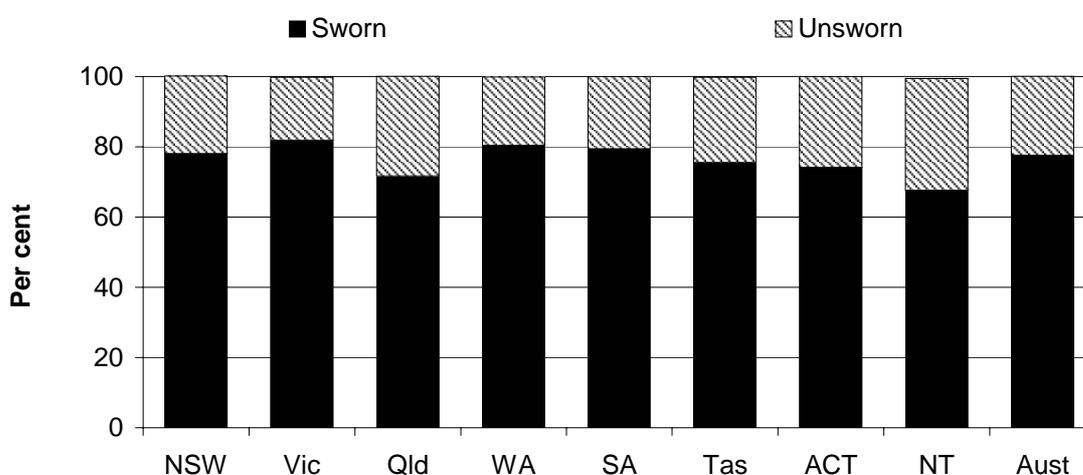
Most people directly involved in delivering police services are sworn police officers. These officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. A trend has developed in recent years to increase the participation of unsworn officers (or contracted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

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

Total police staffing in Australia was 56 081 (or 285 staff per 100 000 people) in 2002-03 (table 5A.17). Nationally, staffing comprised 221 sworn police officers and 64 unsworn employees per 100 000 people in 2002-03. Across jurisdictions, total staffing ranged from 585 staff per 100 000 people in the NT to 248 staff per

100 000 people in the ACT. Between 1998-99 and 2002-03 overall staff levels increased in all jurisdictions except WA. Over the five year period, the national levels of sworn and unsworn police staff each rose by four staff members per 100 000 people (table 5A.17). Nationally in 2002-03, the proportion of total sworn staff was 77.6 per cent (ranging from 81.9 per cent in Victoria to 67.7 per cent in the NT) and the proportion of unsworn staff was 22.4 per cent (ranging from 17.9 per cent in Victoria to 32.3 per cent in the NT) (figure 5.8).

Figure 5.8 **Police staff by sworn/unsworn status, 2002-03^{a, b, c}**



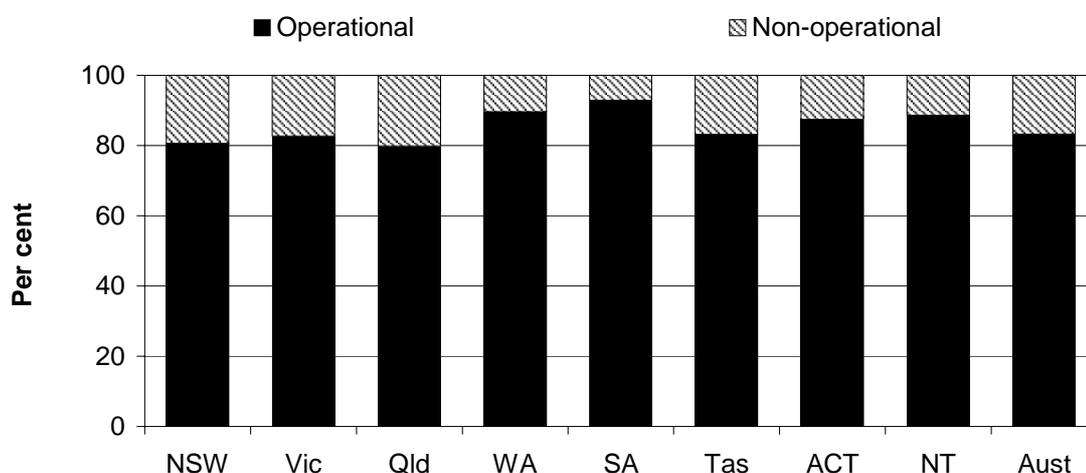
^a Comprises all full time equivalent (FTE) staff. ^b NSW data for 2002-03 are based on a headcount at 30 June 2002 and are not FTE data. ^c For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

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

A non-operational staff member is any person who does not satisfy the operational staff criteria, including functional support staff, such as finance staff and personnel services staff. Approximately 83.3 per cent of staff were operational in Australia in 2002-03. Across jurisdictions, the proportion ranged from 92.9 per cent in SA to 80.0 per cent in Queensland (figure 5.9).

Care needs to be taken when interpreting these results within and across jurisdictions, because the data for earlier years may not be strictly comparable as a result of changes in definitions or methods used to compile the data.

Figure 5.9 Police staff by operational status, 2002-03^{a, b, c}



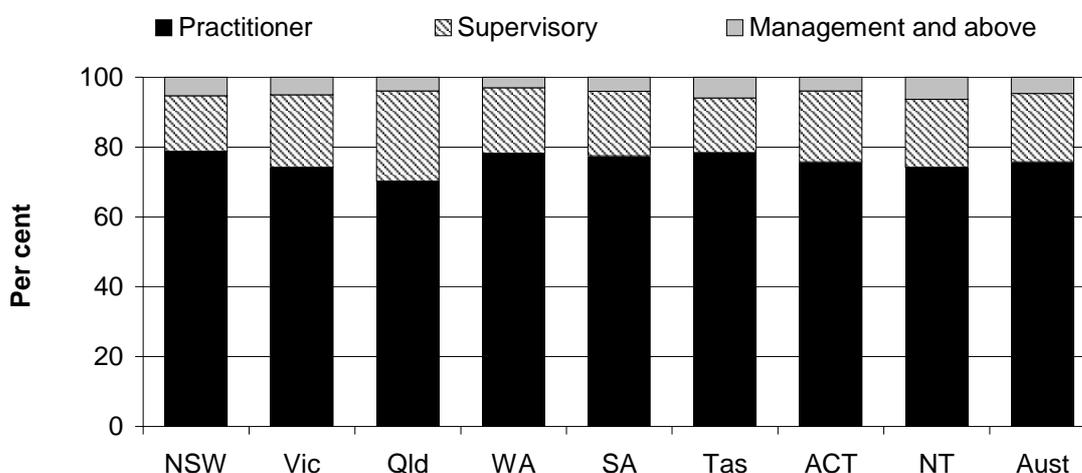
^a Comprises FTE staff. ^b NSW data for 2002-03 are based on a headcount at 30 June 2002 and are not FTE data. ^c For the NT, sworn police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 5A.18.

Police staff can also be categorised according to their classification level. Nationally, in 2002-03, the majority of police staff (75.8 per cent) were concentrated at the practitioner level (comprising sworn staff from constable to senior constable, and their unsworn equivalents). Across jurisdictions this proportion ranged from 78.8 per cent in NSW to 70.3 per cent in Queensland (table 5A.23).

Queensland had a higher proportion of supervisory level staff than anywhere else. The NT had the highest proportion of staff at management level or above (including executive or senior executive level staff). The lowest proportion of staff at management level or above was in WA (figure 5.10). Further details are contained in tables 5A.19–5A.23.

Figure 5.10 Police staff by classification, 2002-03^{a, b, c, d, e, f}



^a Comprises FTE staff except for NSW, which uses a headcount at 30 June 2003. ^b The practitioner category comprises civilian administration staff and sworn staff (from constable to senior constable). ^c The supervisory category comprises civilian team leaders and sworn staff (from sergeant to senior sergeant). ^d The management and above category comprises management level staff (civilian managers and sworn staff from inspectors to superintendents), executive level staff (civilian senior executive service and sworn staff from chief superintendent to assistant commissioner) and senior executive level staff (civilian top senior executive service and sworn staff, including commissioner, deputy commissioner and equivalent executives). ^e For WA, the data exclude recruits in training. ^f In the NT, small units and remote stations are staffed at sergeant level.

Source: State and Territory governments (unpublished); table 5A.23.

5.2 Policy developments in policing

One of the policy challenges currently facing policing organisations across Australia is the need to maintain core community policing services while responding to the increased threat of politically motivated violence. The heightened threat environment in Australia following the 11 September 2001 terrorist attacks in New York and the Bali bombings on 12 October 2002 has required some shift in policing methods, with a renewed focus on traditional command and control techniques.

Policing agencies are increasingly playing a role in the prevention, detection and investigation of potential terrorist threats. Traditional measures of police effectiveness, such as response times and participation in community programs, are now being expanded to monitor operational readiness to deal with major terrorist incidents. This has required agencies to assess the policy issues inherent in ensuring the development and maintenance of specialist response capabilities and associated infrastructure to deal with and prevent critical incidents while maintaining the broad range of traditional response, investigation and prevention services.

This shift in the political environment in which policing agencies are operating has influenced service delivery in a number of key areas. One example has been the need for police to develop and streamline operational procedures for dealing with a broad range of chemical and biological hazards. Before 11 September 2001, police were rarely called on to deal with incidents of this nature, other than responses to traffic or industrial accidents involving legitimate chemical hazards. Threats posed by planned and targeted release of bio-agents were extremely limited. Since 11 September 2001, the community has become very alert to this issue, leading to a sudden and extended increase in the number of reported incidents of suspect packages being received in the mail and suspect agents being identified in workplaces and a range of public facilities.

The role of police in dealing with these incidents is vital in terms of ensuring both public safety and confidence in the ability of government to protect the community and its assets. Accordingly, police agencies from across Australia have worked cooperatively with emergency services personnel and health professionals to ensure that the response to such incidents is rapid, effective and efficient. Officers have been trained to analyse effectively the risks present at individual incidents, and to activate responses in accordance with the identified threat. This has helped to ensure that policing services can continue to deploy resources to other key service delivery areas. For a further discussion on counter terrorism, see chapter 2.

5.3 General approach to performance measurement for police services

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

The Review identified four objectives (and associated SDAs) for the purposes of this Report (box 5.2). The individual outputs/programs that are linked to the SDAs are contained in table 5A.11. For some jurisdictions, one output/program may be relevant for more than one SDA, so those jurisdictions may choose to disaggregate that output/program according to the data relevant to each SDA.

Box 5.2 Objectives for police services

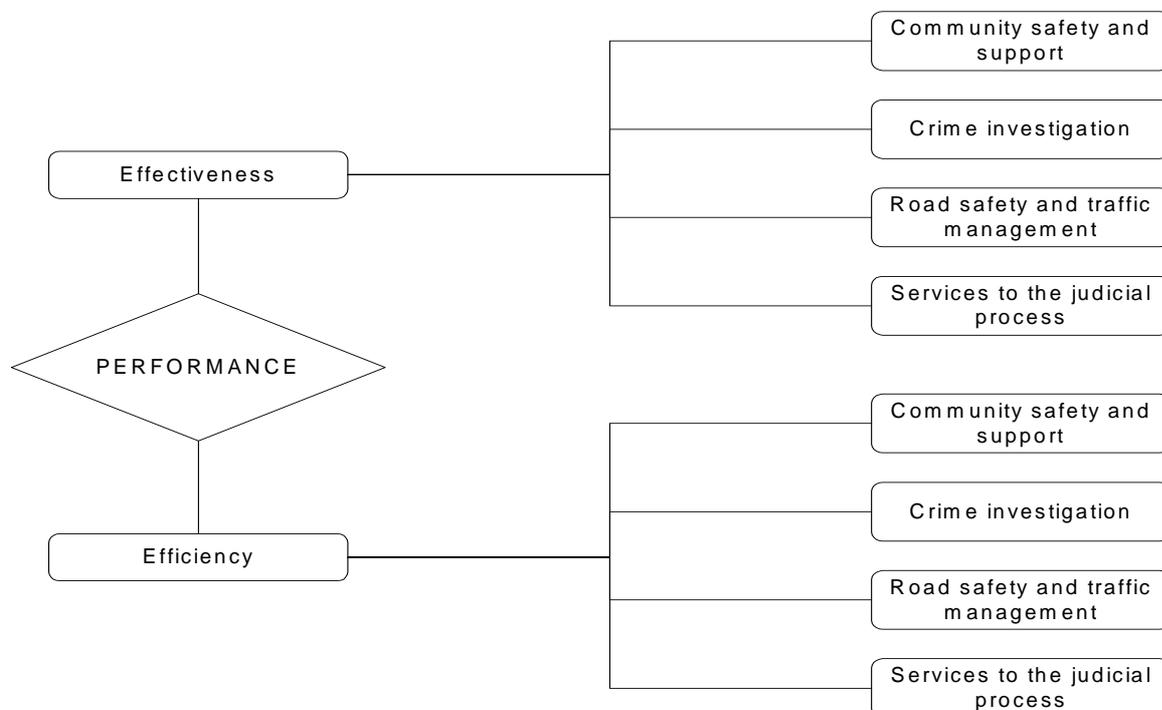
The key objectives for police services (and associated SDAs) are:

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

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

Figure 5.11 shows the general framework of performance indicators. A new framework will be implemented in the 2005 Report consistent with the new Review framework (see chapter 1).

Figure 5.11 General performance framework for the police services sector^a



^a The Review will implement the new outcome oriented performance indicator framework in the 2005 Report.

The reported results need to be considered in conjunction with the data on demographic and geographic differences (see appendix A) and with other available information on jurisdiction specific characteristics.

National Survey of Community Satisfaction with policing

The 2004 Report uses data from the NSCSP. For the 2003 Report, the NSCSP replaced the ABS Population Survey Monitor (PSM) as the primary source of nationally comparable data on public attitudes towards, and satisfaction with, police and police services. PSM data were published in reports up to and including the 2003 Report. As NSCSP time series data are now available, however, PSM data are no longer reported.

The NSCSP collects information on community perceptions of police in terms of services provided and personal experiences of contact with the police. It also elicits public perceptions of personal safety, and problems in the community and neighbourhood.

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

Direct comparison of 2001-02 and 2002-03 survey data needs to recognise that:

- the 2001-02 survey data are based on a sample with a minimum age of 18 years, whereas, the 2002-03 survey data are based on a sample with a minimum age of 15 years
- the 2001-02 survey data contains some minor weighting errors.

5.4 Indicators relevant to all service delivery areas

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

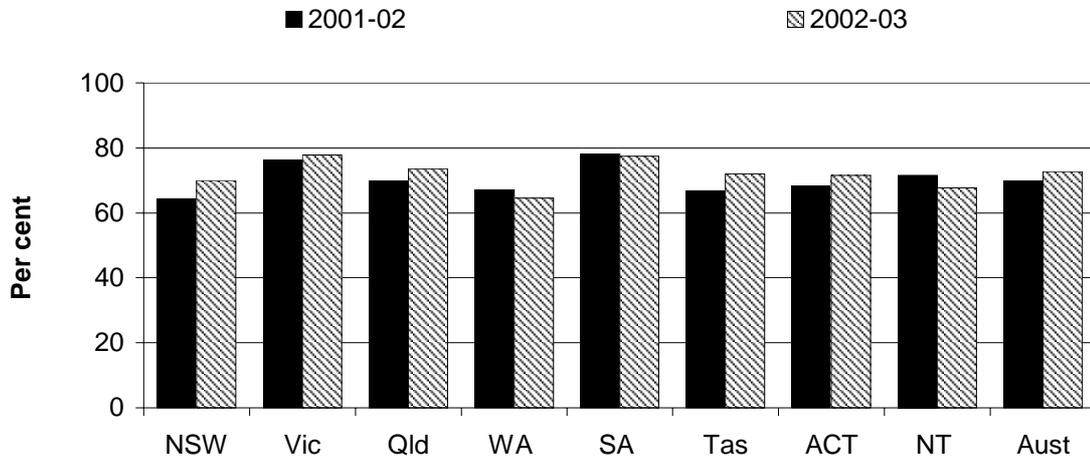
information from the NSCSP and the State and Territory governments on these overarching indicators of police performance.

Satisfaction with police services

Nationally, the majority (72.7 per cent) of people surveyed were 'satisfied' or 'very satisfied' with the services provided by police in 2002-03 (up from 69.9 per cent in 2001-02). Across jurisdictions, this proportion varied from 77.8 per cent in Victoria to 64.5 per cent in WA (figure 5.12). Satisfaction levels increased in all jurisdictions over the past 12 months except in WA, SA and the NT, which experienced declining satisfaction.

The Likert Summation Index (LSI) — which provides a statistical measure of centrality for assessing the general (or 'average') community perceptions — is also used for comparative purposes. The method and limitations of the LSI are discussed in box 5.3. Across Australia, the LSI for the responses to the question 'how satisfied are you in general with the services provided by the police?' was 3.90 in 2002-03 (up from 3.80 in 2001-02) on a scale of 1.00 to 5.00 (table 5A.24). An LSI of 5.00 would indicate that all respondents were 'very satisfied', while an LSI of 1.00 would indicate that all respondents were 'very dissatisfied'. An LSI of 3.90 indicates that respondents were 'satisfied' on average. Across jurisdictions, the LSI in 2002-03 varied from 4.02 in Victoria to 3.73 in WA (figure 5.13).

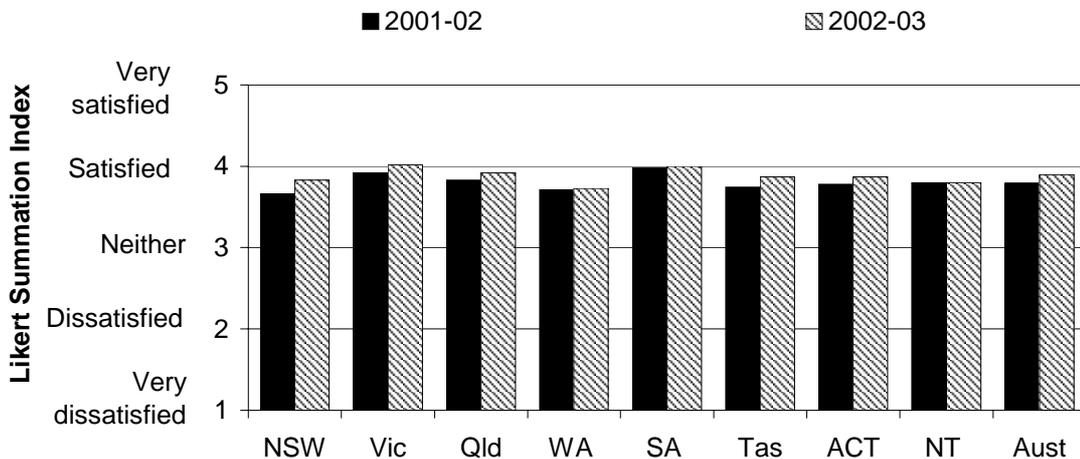
Figure 5.12 People who were 'satisfied' or 'very satisfied' with police services^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.24.

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



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.24.

Box 5.3 Likert Summation Index

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

Example — General satisfaction with police services

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

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

The responses are summarised below:

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

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

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

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

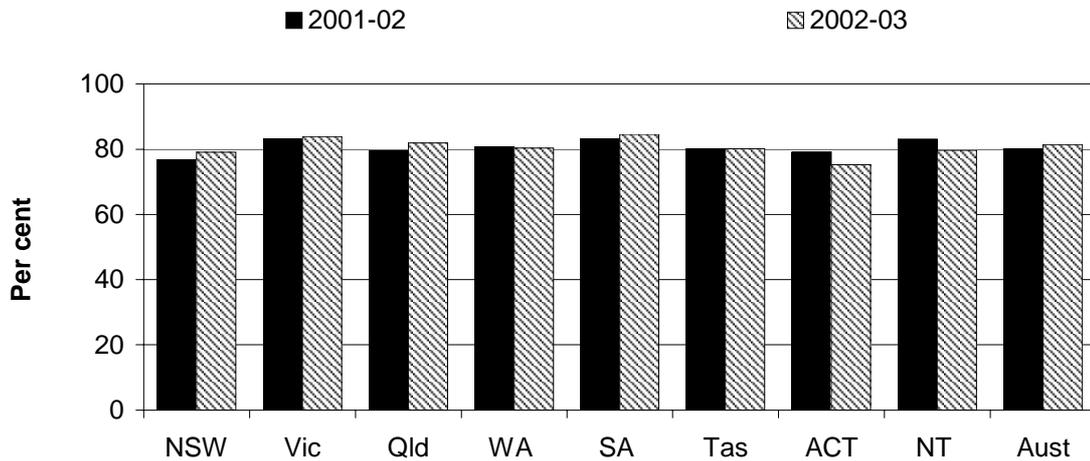
Care needs to be taken in interpreting the LSI because although it provides a useful tool for making inferences about aggregate population attitudes/perceptions, it is based on a number of simplifying assumptions. Likert scale questions such as that used in the above example provide ordinal data. The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

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

Nationally, of those respondents who had contact with police in 2002-03, 81.5 per cent were 'satisfied' or 'very satisfied' with the service they received

during their most recent contact (up from 80.2 per cent in 2001-02). This proportion ranged from 84.6 per cent in SA to 75.3 per cent in the ACT (figure 5.14).

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



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR *National Survey of Community Satisfaction with Policing* (unpublished); table 5A.30.

The national LSI in 2002-03 for the responses to the question 'how satisfied were you with the service you received during your most recent contact with police?' was 4.16 on a scale of 1.00 to 5.00 (up from 4.08 in 2001-02) (table 5A.30). An LSI of 4.16 indicates that, on average, respondents were 'satisfied'. Across jurisdictions, the LSI varied from 4.27 in SA to 4.02 in the ACT (figure 5.15).

Nationally, the most common reasons in 2002-03 for satisfaction with their most recent police contact (table 5A.31) were that police:

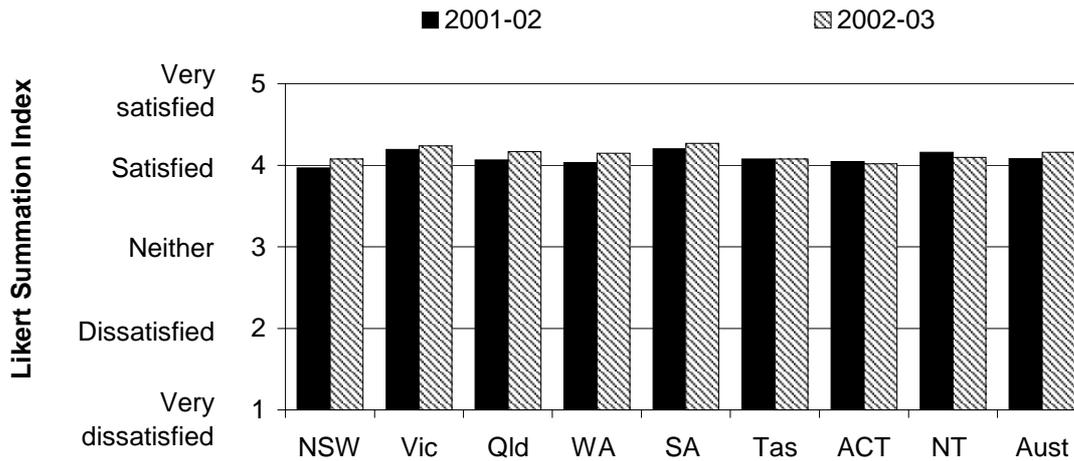
- 'were prompt', 'handled the matter well', 'took appropriate action' and 'were efficient' (32.7 per cent of people who had contact with police)
- 'were approachable/friendly', 'were helpful' and 'were courteous' (28.5 per cent of people who had contact with police)
- 'were professional/fair' (11.7 per cent of people who had contact with police).

Nationally, the most common reasons in 2002-03 for dissatisfaction with their most recent police contact (table 5A.31) were that police:

- 'took no action', 'did not keep the respondent informed', 'made a false accusation', 'communicated poorly' or 'showed no interest' (5.1 per cent of people who had contact with police)

- ‘left respondent waiting’, ‘were unfriendly/impolite’, or ‘were unhelpful’ (2.8 per cent of people who had contact with police)
- ‘were unprofessional/unfair’ (0.9 per cent of people who had contact with police).

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



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

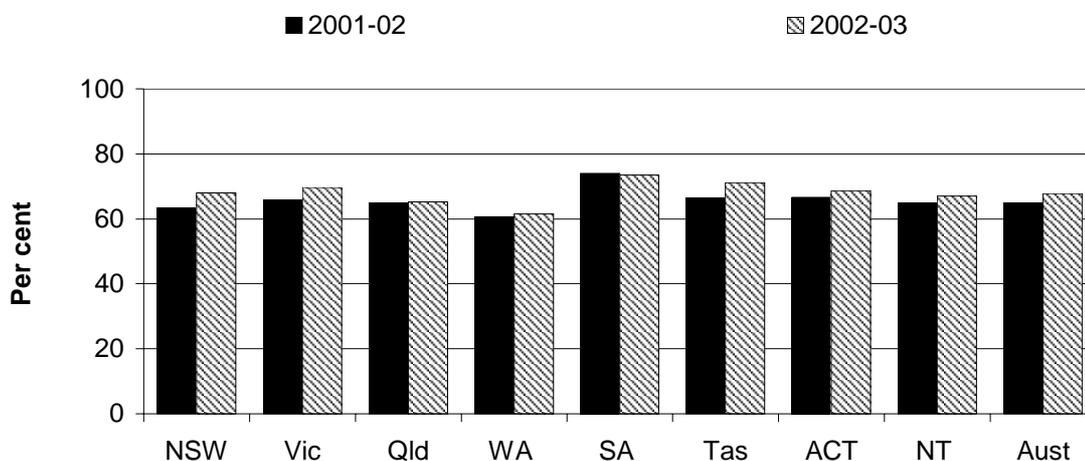
Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.30.

Perceptions of police integrity

Nationally in 2002-03, 67.8 per cent of people ‘agreed’ or ‘strongly agreed’ that police treat people ‘fairly and equally’ (up from 65.0 per cent in 2001-02). This proportion ranged from 73.6 per cent in SA to 61.5 per cent in WA. Compared with 2001-02, the proportion rose in all jurisdictions except SA, which recorded a slight decline (figure 5.16).

Nationally, 81.2 per cent of people ‘agreed’ or ‘strongly agreed’ in 2002-03 that police perform the job ‘professionally’ (up from 77.6 per cent in 2001-02). The proportion ranged from 87.4 per cent in SA to 74.9 per cent in WA. Compared with 2001-02, this proportion rose in all jurisdictions except WA and the NT, which recorded slight declines and SA, which showed no change (figure 5.17).

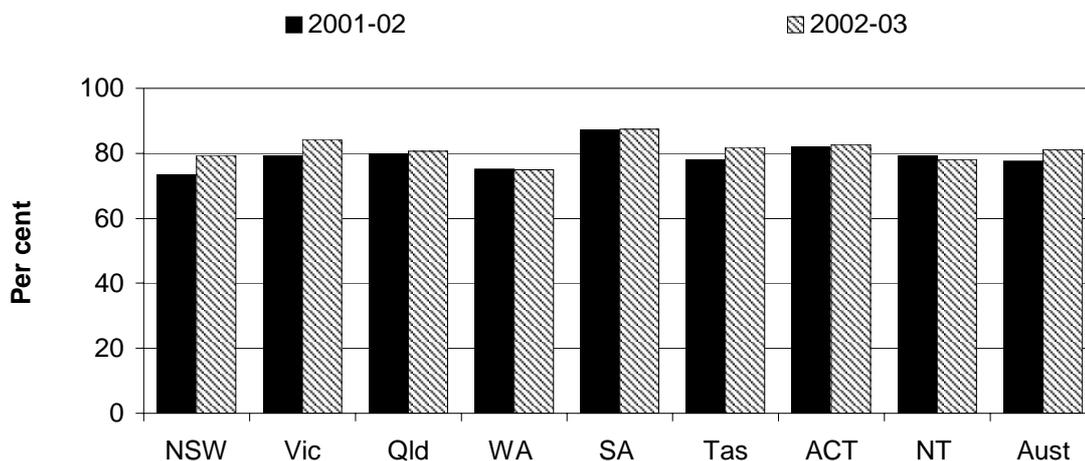
Figure 5.16 People who 'agreed' or 'strongly agreed' that police treat people fairly and equally^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR Survey of Community Satisfaction with Policing (unpublished); table 5A.33.

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



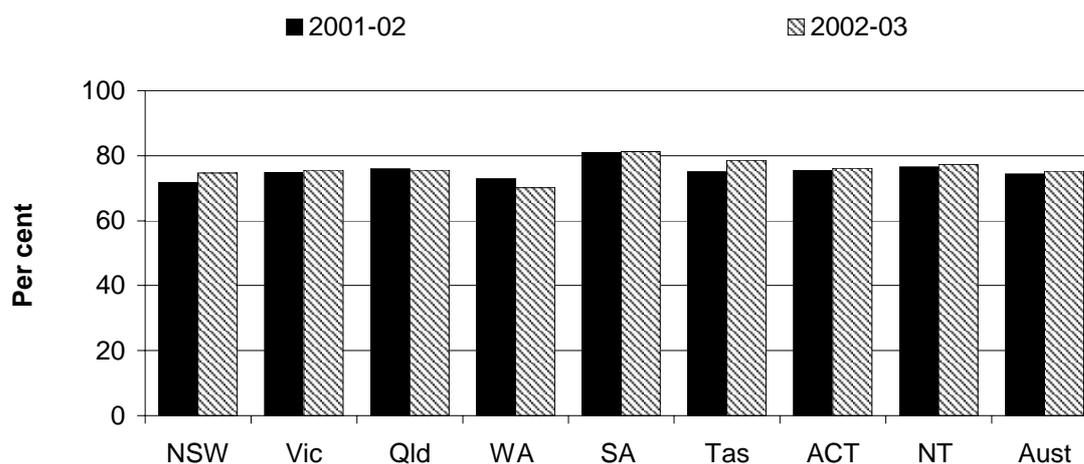
^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.32.

Police integrity is another important influence on police services' performance. This can be judged to some extent by the public perception of police honesty. Nationally, 75.3 per cent of people 'agreed' or 'strongly agreed' in 2002-03 that most police are

'honest' (up from 74.4 in 2001-02). The proportion ranged from 81.3 per cent in SA to 70.2 per cent in WA. Compared with 2001-02, the proportion rose in all jurisdictions except Queensland and WA, which recorded declines (figure 5.18).

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



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.34.

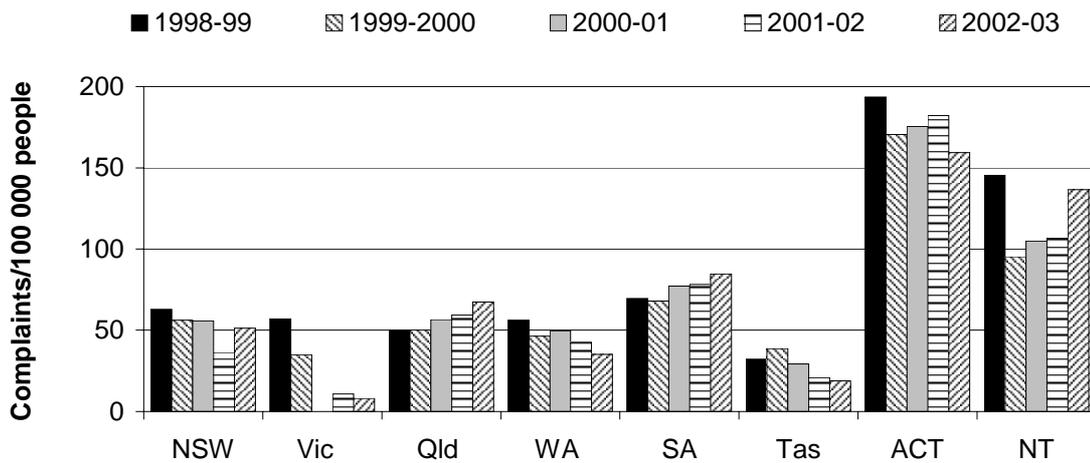
Complaints

Police services across Australia continue to encourage and foster a code of customer service that provides for openness and accountability. Complaints made against police increasingly reflect a range of issues relating to service delivery. Complaints of a more serious nature are also oversighted by the relevant external review bodies, such as the Ombudsman, the Director of Public Prosecutions or integrity boards in each jurisdiction.

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

Although there were fluctuations across the years in some jurisdictions, the number of complaints against the police per 100 000 people was on a general downward trend in NSW, Victoria, WA, Tasmania, the ACT and the NT over the period 1998-99 to 2002-03. Queensland and SA experienced a rise in complaints per 100 000 population over the five years (figure 5.19).

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

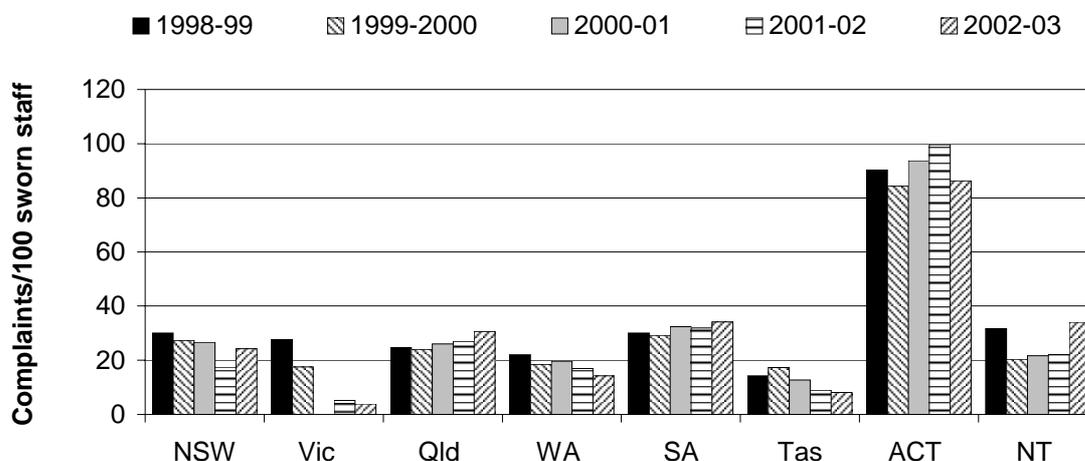


^a Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. ^b Data include verbal complaints in the NT and the ACT. ^c For the NT, a significant proportion of complaints in 1998-99 arose from the Jabiluka Uranium Mine protests in Kakadu National Park. ^d For NSW, a new complaints management system (ca@ts.i) was implemented in 2001-02; figures for 2001-02 include only matters entered into the former Complaints Information System (CIS) and are therefore incomplete.

Source: State and Territory governments (unpublished); table 5A.36.

Another way of interpreting the complaints data is to consider the number of complaints per 100 sworn police officers in each jurisdiction (figure 5.20). The general trends within jurisdictions over the period 1998-99 to 2002-03 are broadly similar to those discussed in complaints per 100 000 people.

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



^a Data are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. ^b Data include verbal complaints in the NT and the ACT. ^c For the NT, a significant proportion of complaints in 1998-99 arose from the Jabiluka Uranium Mine protests in Kakadu National Park. ^d For NSW, a new complaints management system (ca@ts.i) was implemented in 2001-02; figures for 2001-02 include only matters entered into the former CIS and are therefore incomplete.

Source: State and Territory governments (unpublished); table 5A.36.

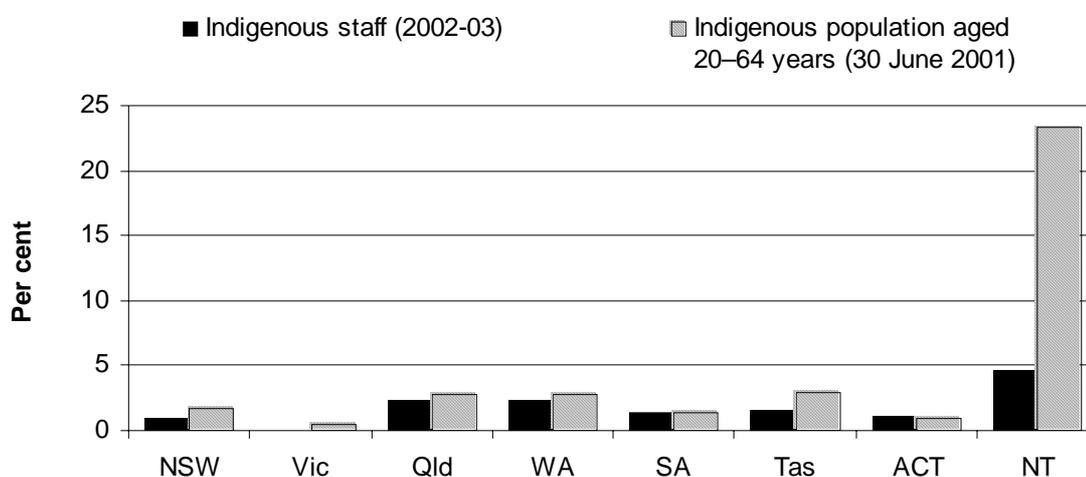
Access and equity — Indigenous staffing

This section focuses on the performance of mainstream services in relation to Indigenous Australians. The process of identifying Indigenous staff members and clients poses challenges, particularly when relying on self-identification. Where Indigenous people are required to identify themselves, then the accuracy of the data will partly depend on how they perceive the advantages (or disadvantages) of identification and whether these perceptions change over time. For the purposes of this chapter, an Indigenous person is one who self-identifies as being Aboriginal or Torres Strait Islander. All jurisdictions except Victoria could provide information on Indigenous staffing for 2002-03.

A proxy for assessing the level of Indigenous staff representation in police services is to measure Indigenous staff levels as a proportion of the estimated Indigenous working age population (that is, those old enough to be eligible for police employment). This is important, because a significantly larger proportion of the Indigenous population falls within the younger non working age groupings compared with the non-Indigenous population. Readily available ABS population estimates for people aged 20–64 years in 30 June 2001 provide a close proxy for the estimated working population.

Of the jurisdictions that provided data in 2002-03, the NT had the highest proportion of Indigenous police staff (4.7 per cent), while NSW had the lowest proportion (0.9 per cent) (table 5A.37). In most jurisdictions, the proportion of Indigenous police staff was broadly in line with the representation of Indigenous people in the population aged 20–64 years. The exception was the NT, where the representation of Indigenous people in police staff (4.7 per cent) was significantly lower than their representation in the 20–64 year-old population (23.3 per cent) (figure 5.21).

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



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

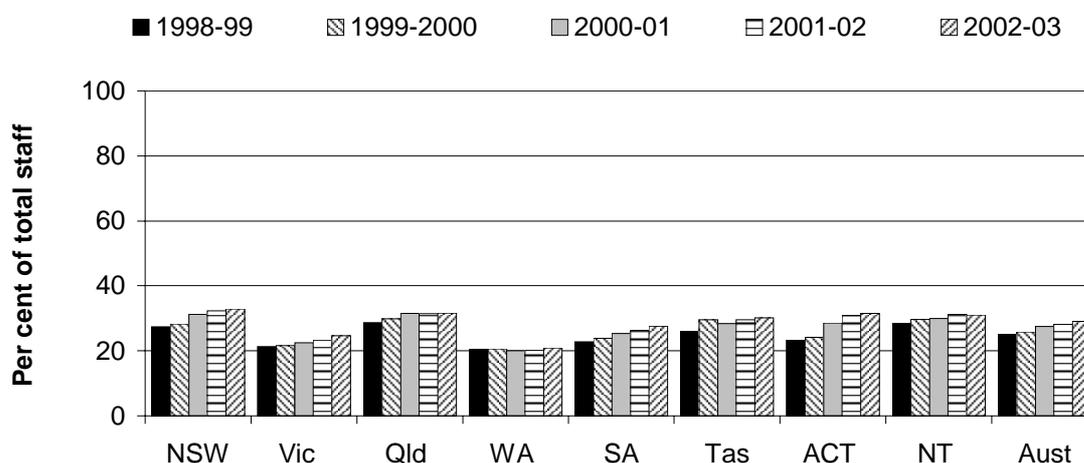
Source: State and Territory governments (unpublished); ABS *Population by Age and Sex, Australian States and Territories*, Cat. no. 3201.0, (unpublished); table 5A.37.

Access and equity — staffing by gender

Another measure of access and equity is the level of (sworn and unsworn) police staff by gender. Nationally, 29.0 per cent of police staff were female in 2002-03. This proportion ranged from 32.9 per cent in NSW to 20.9 per cent in WA (figure 5.22). Nationally, the proportion of female police staff has increased by four percentage points from 1998-99 to 2002-03 (from 25.0 per cent to 29.0 per cent of staff). All jurisdictions increased their proportion of female police staff over this period. The greatest increase occurred in the ACT (from 23.4 per cent to 31.5 per cent of staff), while the smallest increase was in WA (from 20.5 per cent to 20.9 per cent of staff) (table 5A.38). The change in the ACT needs to be viewed with care, due to the introduction of a revised method of collecting data that better

identifies those personnel within the AFP involved in providing enabling services (overheads/support services) to ACT policing.

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



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

Source: State and Territory governments (unpublished); table 5A.38.

5.5 Community safety and support

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

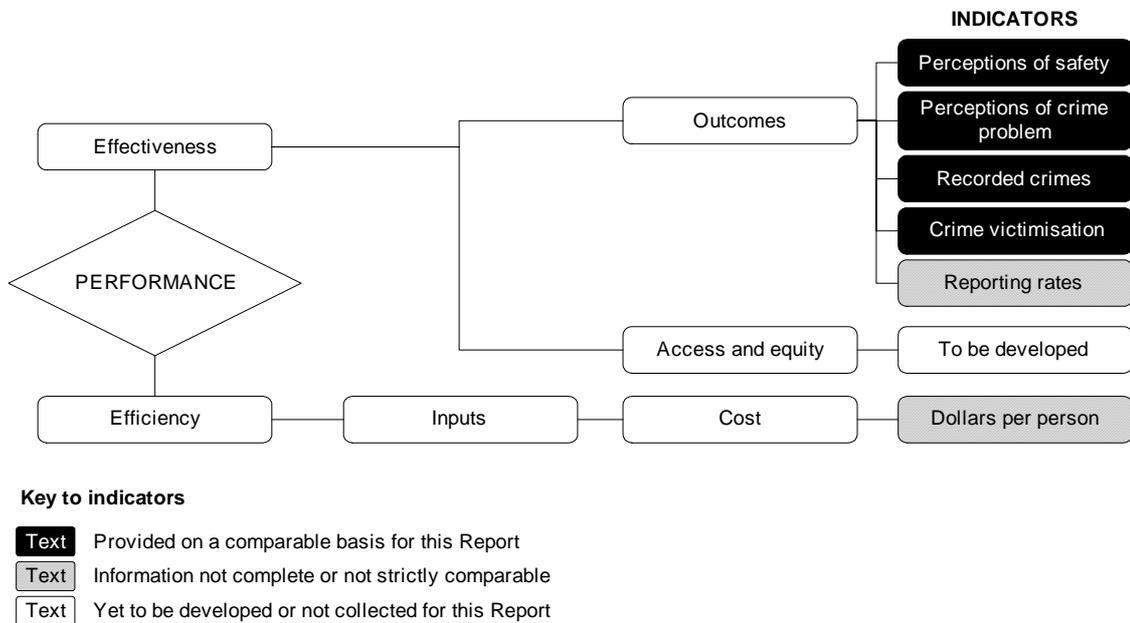
- responding to calls for assistance
- responding to, managing and coordinating major incidents and emergencies
- undertaking crime prevention activities and community support programs.

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on recorded crime levels and community perceptions data. The performance indicator framework shows which data are comparable across jurisdictions in the 2004 Report (figure 5.23). For data that are not considered strictly comparable, the text includes relevant caveats and supporting

commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.23 Performance indicators for community safety and support



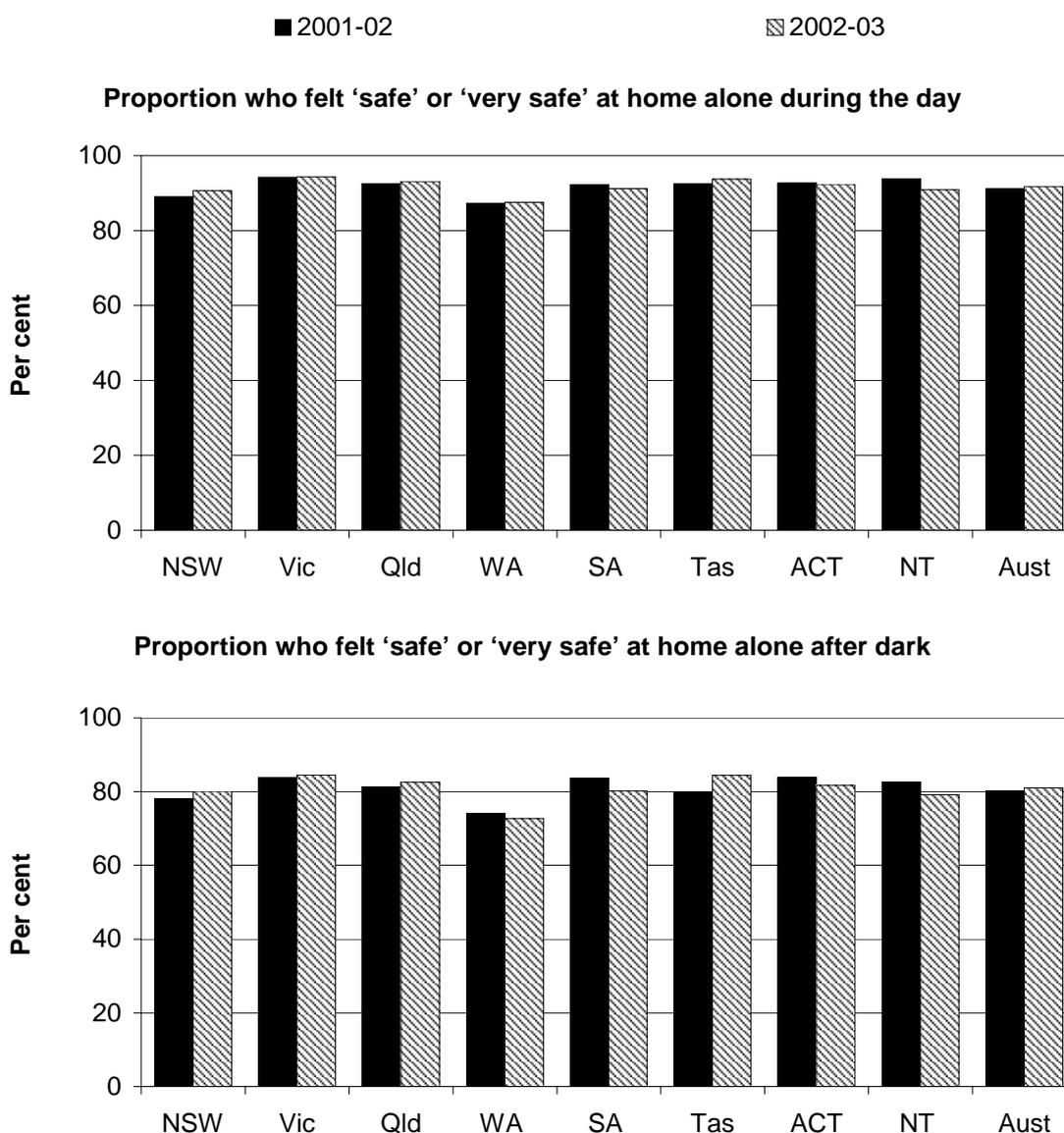
Key community safety and support performance indicator results

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, under reporting may vary across jurisdictions, and many factors (including media reporting) may affect public perceptions of crime levels and safety.

Nationally, 91.8 per cent of people surveyed felt ‘safe’ or ‘very safe’ at home alone during the day in 2002-03 (up from 91.3 per cent in 2001-02). This proportion ranged from 94.4 per cent in Victoria to 87.6 per cent in WA. Nationally, 81.0 per cent of people felt ‘safe’ or ‘very safe’ at home alone after dark in 2002-03 (up from 80.4 per cent in 2001-02). This proportion ranged from 84.5 per cent in Victoria to 72.7 per cent in WA (figure 5.24).

Figure 5.24 Perception of safety at home^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

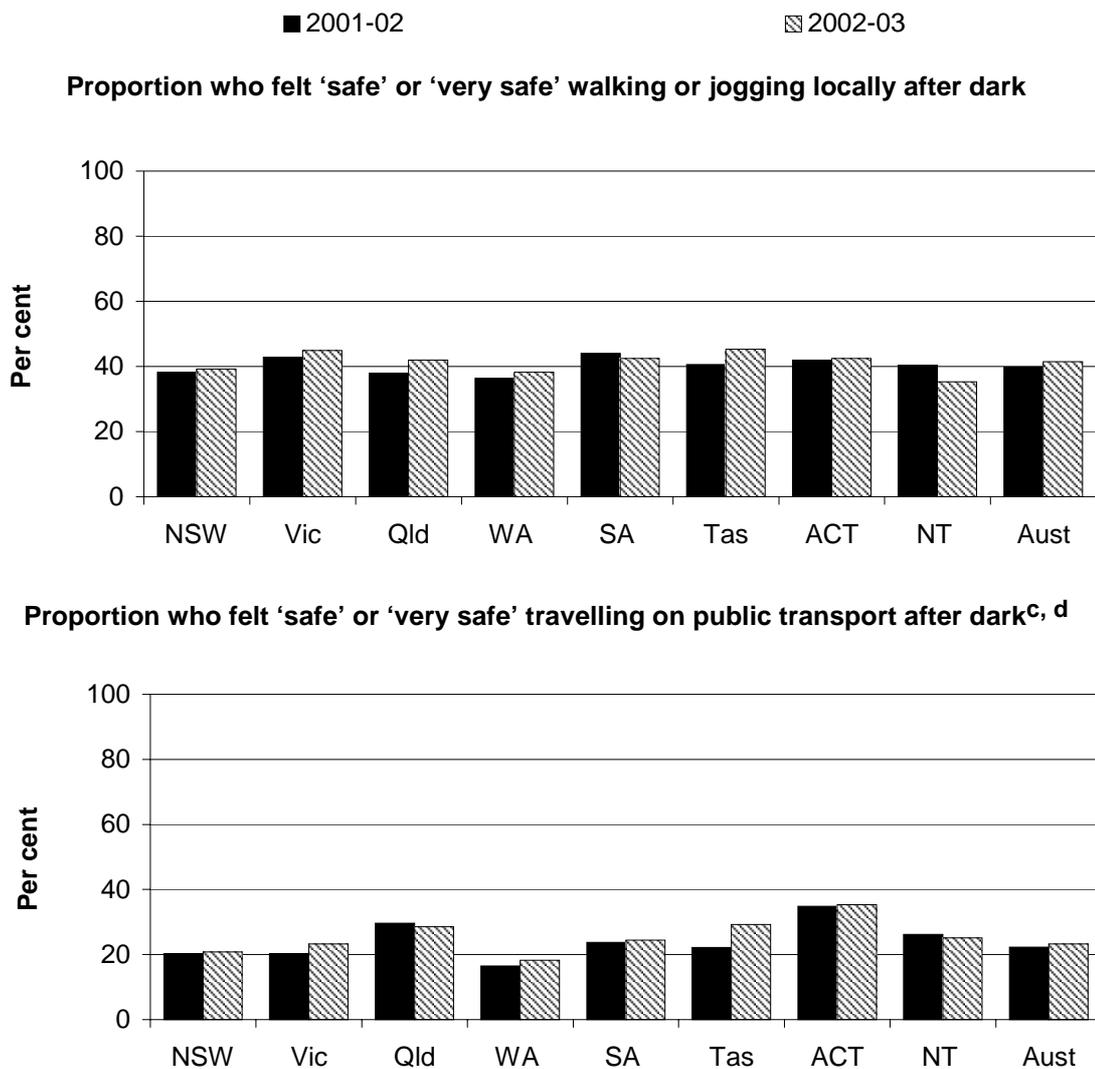
Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.39.

Nationally, 41.5 per cent of people felt 'safe' or 'very safe' when walking or jogging locally after dark in 2002-03 (up from 39.8 per cent in 2001-02). Across jurisdictions, the proportion ranged from 45.3 per cent in Tasmania to 35.3 per cent in the NT (figure 5.25).

Nationally, 23.4 per cent of people surveyed felt 'safe' or 'very safe' when travelling on public transport after dark in 2002-03 (up from 22.3 per cent in 2001-02). This perception of safety ranged from 35.3 per cent in the ACT to

18.3 per cent in WA (figure 5.25). The ACT and the NT, however, do not operate a suburban train network. Further the results will also be influenced by the mix (that is, trains, buses and trams) of public transport in each jurisdiction.

Figure 5.25 Perception of safety in public places ^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors. ^c For this survey question, the response 'not applicable' was very large and varied significantly across jurisdictions in line with the availability of public transport (tables 5A.40 and 5A.41). ^d Unlike other jurisdictions, the ACT and the NT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ACPR *National Survey of Community Satisfaction with Policing* (unpublished); tables 5A.40 and 5A.41.

Nationally in 2002-03, 87.2 per cent of respondents felt 'safe' or 'very safe' when walking or jogging locally during the day (down from 87.6 per cent in 2001-02) and 63.8 per cent of respondents felt 'safe' or 'very safe' on public transport during the

day (up from 60.2 per cent in 2001-02). A jurisdiction breakdown of these results is presented in tables 5A.40 and 5A.41.

Perceptions of crime problem

Nationally, in 2002-03, when people were asked about crime problems in their State/Territory, the proportion of people who perceived a particular crime as a 'major problem' or 'somewhat of a problem' was: 91.1 per cent for housebreaking; 90.7 per cent for illegal drugs; 88.8 per cent for vehicle theft; 88.0 per cent for poor driver behaviour (speeding cars, dangerous or noisy driving); 85.8 per cent for physical assault; 84.4 per cent for graffiti and other vandalism; 81.7 per cent for sexual assault; 81.1 per cent for louts and gangs; 77.7 per cent for drunken and disorderly behaviour and 76.2 per cent for family violence. When compared with 2001-02, national perceptions of crime fell in all categories except drunken and disorderly behaviour, which rose slightly, and sexual assault, which remained constant (tables 5A.45–5A.47).

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

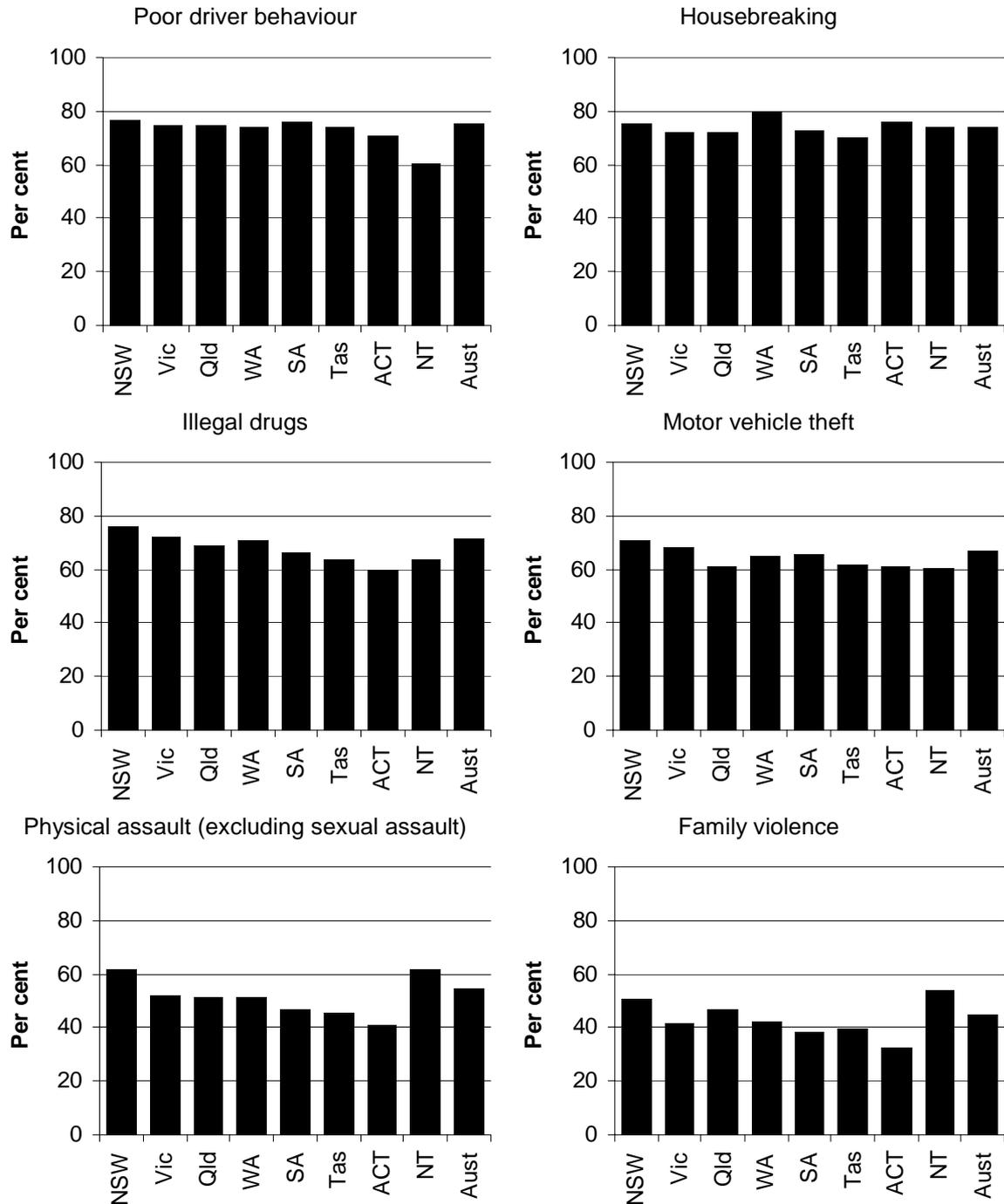
- *Poor driver behaviour* — nationally, 75.3 per cent of people believed poor driver behaviour to be a 'major problem' or 'somewhat a problem' in their local area in 2002-03 (up from 74.7 per cent in 2001-02). Across jurisdictions, the prevalence of this response ranged from 76.7 per cent in the NSW to 60.3 per cent in the NT (figure 5.26).
- *Housebreaking* — nationally, 73.8 per cent of people believed housebreaking to be a 'major problem' or 'somewhat a problem' in their local area in 2002-03 (down from 77.0 per cent in 2001-02). Across jurisdictions, the prevalence of this response ranged from 79.7 per cent in the WA to 69.9 per cent in Tasmania (figure 5.26).
- *Illegal drugs* — nationally, 71.7 per cent of people believed illegal drugs to be a 'major problem' or 'somewhat a problem' in their local area in 2002-03 (down from 73.9 per cent in 2001-02). Across jurisdictions, the prevalence of this response ranged from 75.8 per cent in the NSW to 59.6 per cent in the ACT (figure 5.26).
- *Motor vehicle theft* — nationally, 66.9 per cent of people believed motor vehicle theft to be a 'major problem' or 'somewhat a problem' in their local area in 2002-03 (down from 69.2 per cent in 2001-02). Across jurisdictions, the prevalence of this response ranged from 70.6 per cent in the NSW to 60.1 per cent in the NT (figure 5.26).

-
- *Physical assault (excluding sexual assault)* — nationally, 54.4 per cent of people believed physical assault to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2002-03 (similar to 54.5 per cent in 2001-02). Across jurisdictions, the prevalence of this response ranged from 62.0 per cent in the NT to 41.0 per cent in the ACT (figure 5.26).
 - *Family violence* — nationally, 45.1 per cent of people believed family violence to be a ‘major problem’ or ‘somewhat a problem’ in their local area in 2002-03 (up from 44.7 per cent in 2001-02). Across jurisdictions, the prevalence of this response ranged from 53.7 per cent in the NT to 32.5 per cent in the ACT (figure 5.26).

Care needs to be taken in interpreting data on perceptions of crime. The perceptions of a problem and the actual incidence of these offences may differ significantly across jurisdictions. Reducing people’s concerns about crime and reducing the actual level of crime are two separate, but related challenges for police.

Comparisons between perceptions of crime problems and the level of crime raise questions about the factors that affect perceptions. More generally, such comparisons highlight the importance of considering the full suite of performance indicators rather than assessing performance on the basis of specific measures in isolation. The NSCSP indicates that perceptions of crime fall as the respondent focuses on the local neighbourhood rather than the State or Territory where they live.

Figure 5.26 Proportion of people who consider the identified issues to be either a 'major problem' or 'somewhat of a problem' in their local area, 2002-03

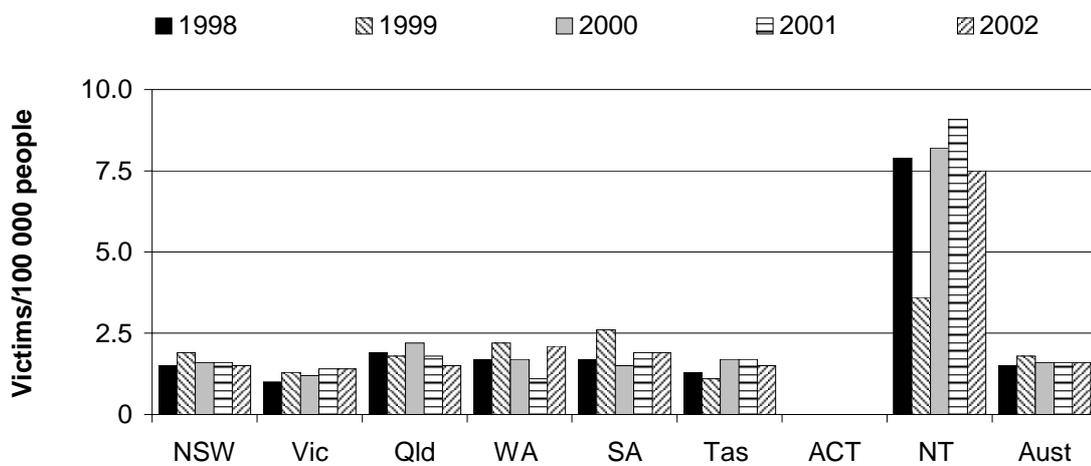


Source: ACPR *National Survey of Community Satisfaction with Policing* (unpublished); tables 5A.42–5A.44.

Recorded crimes and crime victimisation — recorded crimes against the person

Nationally, there were 1.6 recorded victims of murder per 100 000 people in 2002 (the same as for 2001). Across jurisdictions, the number of murder victims per 100 000 people ranged from 7.5 in the NT to 1.4 in Victoria. Between 2001 and 2002, the murder rate rose in WA, remained constant in Victoria and SA, and fell in other jurisdictions. No data were published for the ACT (figure 5.27).

Figure 5.27 Recorded victims of murder^{a, b}

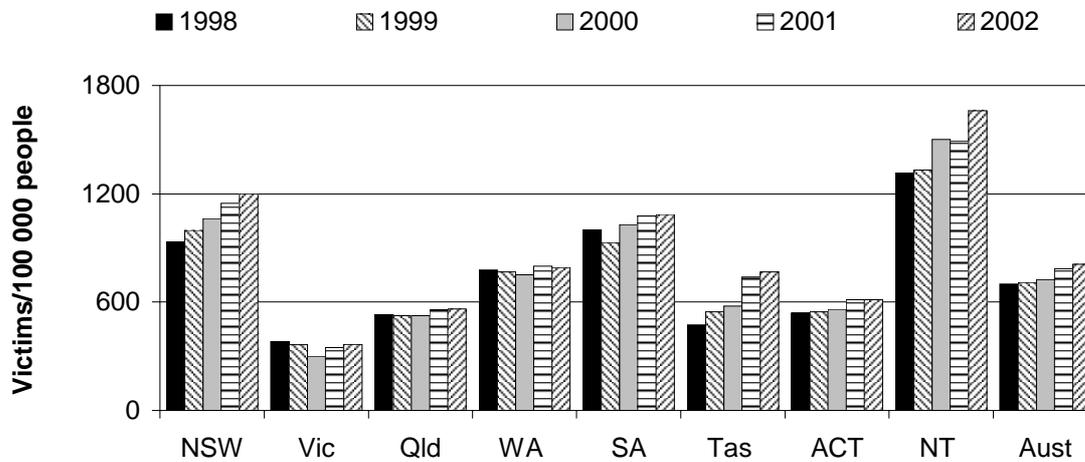


^a Data are based on crimes recorded by police. ^b The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.49.

Nationally, there were 810 victims of assault per 100 000 people in 2002 (up from 785 per 100 000 people in 2001). Across jurisdictions, this rate ranged from 1660 per 100 000 people in the NT to 366 per 100 000 people in Victoria. Between 2001 and 2002, the number of victims of assaults per 100 000 rose in all jurisdictions except WA, which recorded a small decline (figure 5.28).

Figure 5.28 Recorded victims of assault^{a, b}

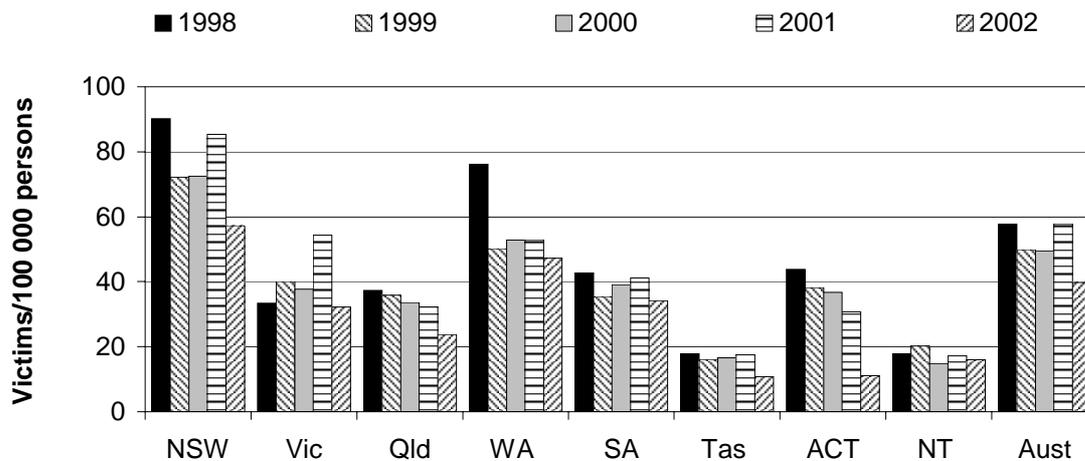


^a Data are based on crimes recorded by police. ^b The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.49.

Nationally, there were 40 victims of armed robbery per 100 000 people in 2002 (down from 58 victims per 100 000 in 2001). Across jurisdictions, this rate ranged from 57 per 100 000 people in NSW to 11 per 100 000 people in both Tasmania and the ACT. Between 2001 and 2002, the rate of armed robbery fell in all jurisdictions (figure 5.29).

Figure 5.29 Recorded victims of armed robbery^{a, b, c}



^a Data are based on crimes recorded by police. ^b Victims include people and organisations. ^c The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

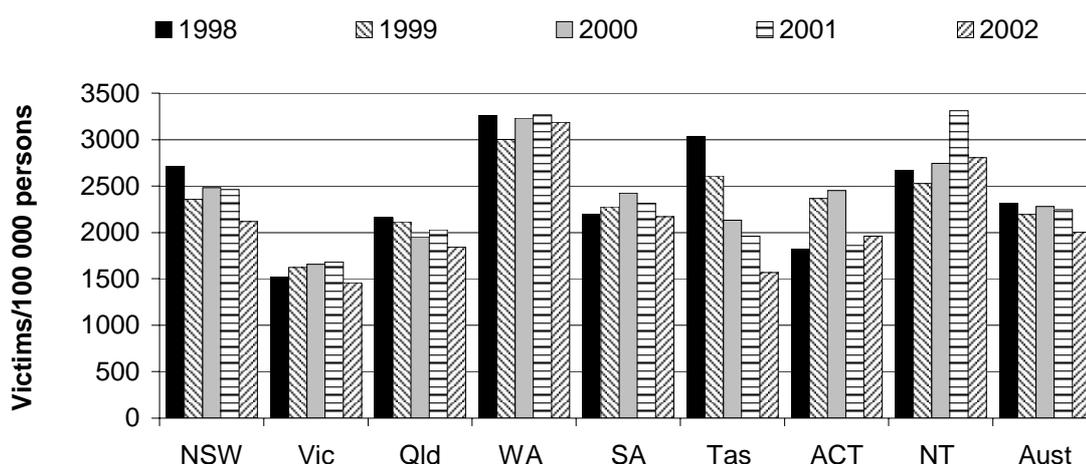
Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.49.

Nationally, per 100 000 people in 2002, there were: 0.2 victims of manslaughter; 1.7 victims of blackmail/extortion; 1.0 victim of driving causing death; 2.0 victims of attempted murder; 3.5 victims of kidnapping/abduction; 67 victims of unarmed robbery; and 91 victims of sexual assault. Data on recorded crime for each of these offences are available across jurisdictions for the period 1998–2002 (table 5A.49).

Recorded crimes and crime victimisation — recorded property crimes

Nationally, there were 2001 victims of unlawful entry with intent per 100 000 people in 2002 (down from 2245 victims per 100 000 in 2001). The incidence varied from 3186 per 100 000 people in WA to 1455 per 100 000 people in Victoria. Between 2001 and 2002, the number of unlawful entries with intent per 100 000 people fell in all jurisdictions except the ACT, which recorded an increase (figure 5.30).

Figure 5.30 Recorded victims of unlawful entry with intent^{a, b, c}

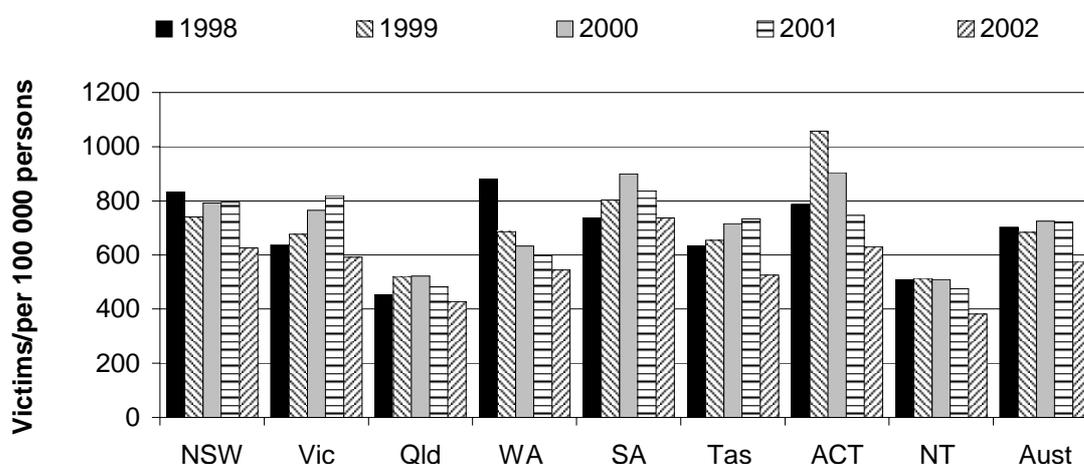


^a Data are based on crimes recorded by police. ^b 'Victims' refers to places/premises. ^c The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years) table 5A.50.

Nationally, 575 motor vehicles were stolen per 100 000 people in 2002 (down from 721 per 100 000 people 2001). The rate ranged from 737 per 100 000 people in SA to 381 per 100 000 people in the NT. Between 2001 and 2002, the rate of motor vehicle theft fell in all jurisdictions (figure 5.31). It should be noted that data for the NT are not comparable with previous years or other jurisdictions prior to 2002.

Figure 5.31 Recorded victims of motor vehicle theft^{a, b, c, d}



^a Data are based on crimes recorded by police. ^b Victims are based on the number of motor vehicles. ^c For the NT, data prior to 2002 are not comparable with previous years or other jurisdictions data because they include the theft of motor vehicle parts and contents. ^d The variation in the rate of recorded victims across jurisdictions may be influenced by different reporting rates in jurisdictions.

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.50.

Nationally, there were 3448 victims of other theft per 100 000 people in 2002, (down from 3607 victims per 100 000 in 2001). This rate ranged from 5202 per 100 000 people in SA to 2752 per 100 000 in Tasmania. Between 2001 and 2002 the rate for other theft decreased in all jurisdictions except WA and the NT, which recorded increases (table 5A.50).

ABS National Crime and Safety Survey

At four year intervals the ABS undertakes a National Crime and Safety Survey, the latest of which was carried out in 2002. Information is collected from individuals and households, and focuses on those categories of more serious crime that affect the largest number of people. The survey results used in this Report include reporting rate estimates for selected major offences and estimates of total victims of crime (both reported and unreported) for crimes against the person and property. The survey also provides information on victimisation rates for selected crimes relating to capital city and non capital city residents. On a national basis, the survey indicates little difference in victimisation rates for robbery, assault and sexual assault between capital city residents and non capital city residents. Details of the survey and additional annual surveys undertaken in some jurisdictions can be found in tables 5A.51–5A.53.

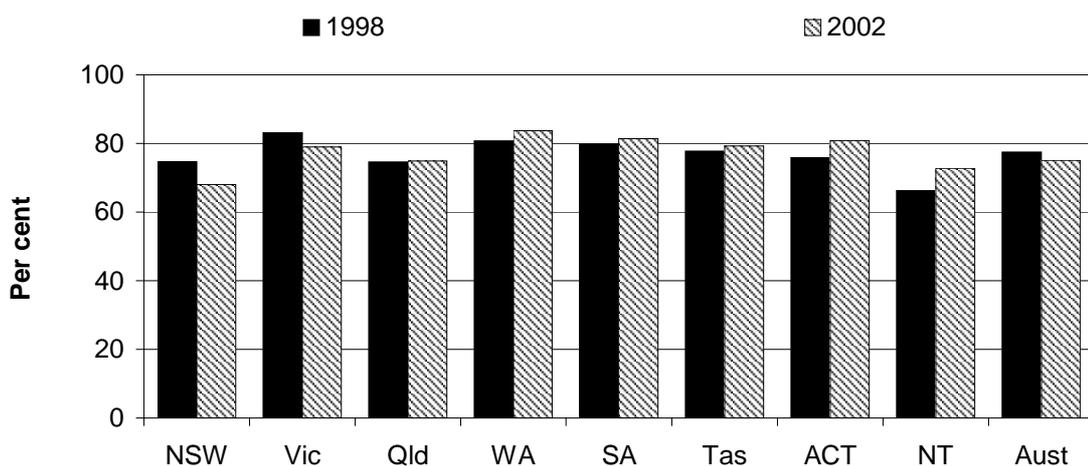
Reporting rates

The ABS defines a reporting rate as the total number of the most recent incidents of an offence that were reported to police, expressed as a percentage of the total victims of that offence.

Break and enter

Nationally, the reporting rate for break and enter offences was 75.1 per cent in 2002 (compared with 77.5 per cent in 1998). It rose in all jurisdictions, except NSW and Victoria, over the four year period. In 2002, the reporting rate varied from 83.7 per cent in WA to 68.0 per cent in NSW (figure 5.32).

Figure 5.32 Reporting rates for break and enter (per cent)^a



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

Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.51

Attempted break and enter

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

Motor vehicle theft

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

Robbery

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

Assault

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

Sexual assault

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

Estimated total victims of crimes

Estimated total victims of crime (unreported and reported) for crimes against the person and property are included in tables 5A.52 and 5A.53.

Access and equity

The Review has identified this as an area for development with the aim of future reporting.

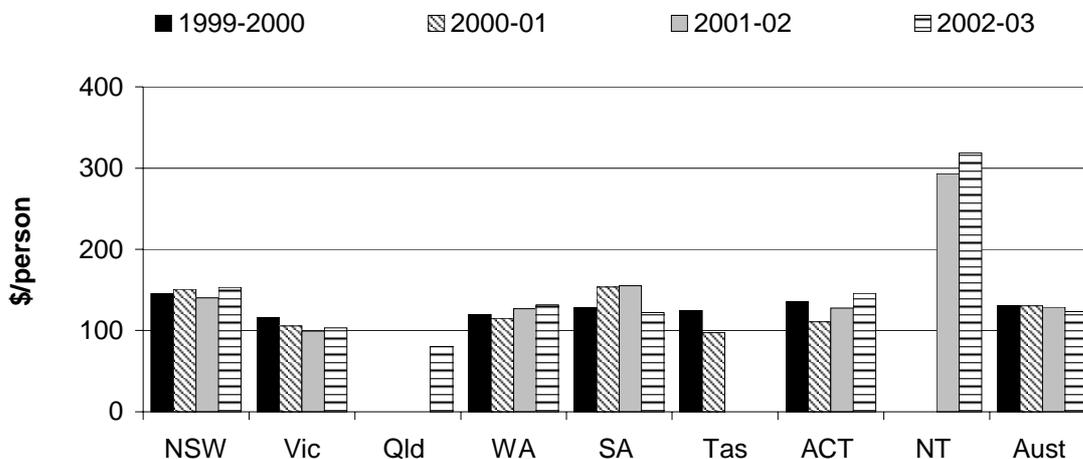
Efficiency

The reporting of expenditure data has been adjusted for the 2004 Report to exclude payroll tax from all expenditure data. Historical data have been revised accordingly, to allow for comparisons within jurisdictions.

Tasmania did not provide expenditure data by SDA for 2002-03. Nationally, on average for the jurisdictions that could provide data, expenditure on community safety and support was \$123 per person. It ranged from \$319 per person in the NT to \$80 per person in Queensland (figure 5.33). Expenditure on community safety and support made up about half of all police expenditure nationally (49.6 per cent). As a proportion of each jurisdiction's total police expenditure, it ranged from 61.3 per cent in NSW to 34.3 per cent in Queensland (table 5A.15).

While comparisons can be made with last year's data, care needs to be taken, because the methods employed have changed. For those jurisdictions that provided data, the largest increase in real expenditure over the past year occurred in the NT, where real expenditure on community safety and support rose by \$26 per person (from \$293 to \$319) (table 5A.54). The largest decrease in real expenditure over the past year occurred in SA, where real expenditure fell by \$33 per person (from \$155 to \$122). Nationally, real expenditure on community safety and support fell by \$5 per person over the past year (from \$128 to \$123) (table 5A.54).

Figure 5.33 Real expenditure per person (less payroll tax) on community safety and support (2002-03 dollars)^{a, b}



^a Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. ^b For 2002-03, SA has replaced the previous output based performance structure with a program based performance structure and data for 2002-03 are based on SAPOL's 2002-03 Program Statement. Although there is no material variance in the allocation of resources between Program and Output structures, material variances exist between SDA's because a proportion of Crime Investigation costs/revenues in previous years were apportioned to Community Safety & Support and to Road Safety and Traffic Management.

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

5.6 Crime investigation

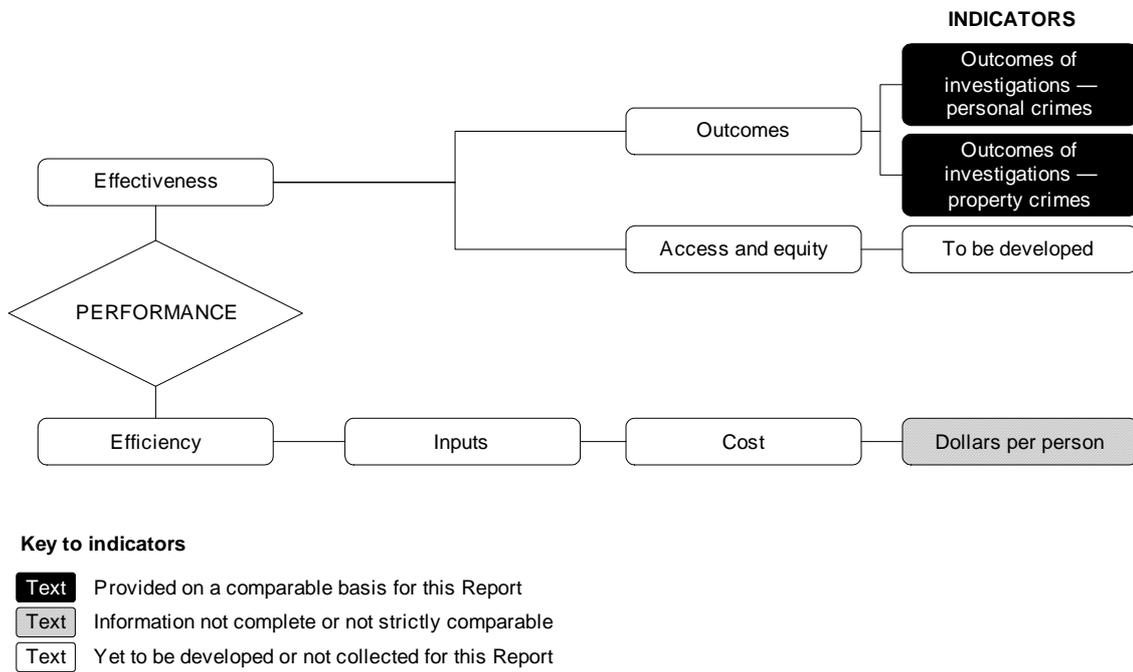
This SDA captures the role of police in investigating crime and identifying and apprehending suspects. Activities include:

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

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that includes outcomes of investigations. The performance indicator framework shows which data are comparable across jurisdictions in the 2004 Report (figure 5.34). For data that are not considered strictly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.34 Performance indicators for crime investigation



Key performance indicator results

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

Outcomes of investigations — personal crimes

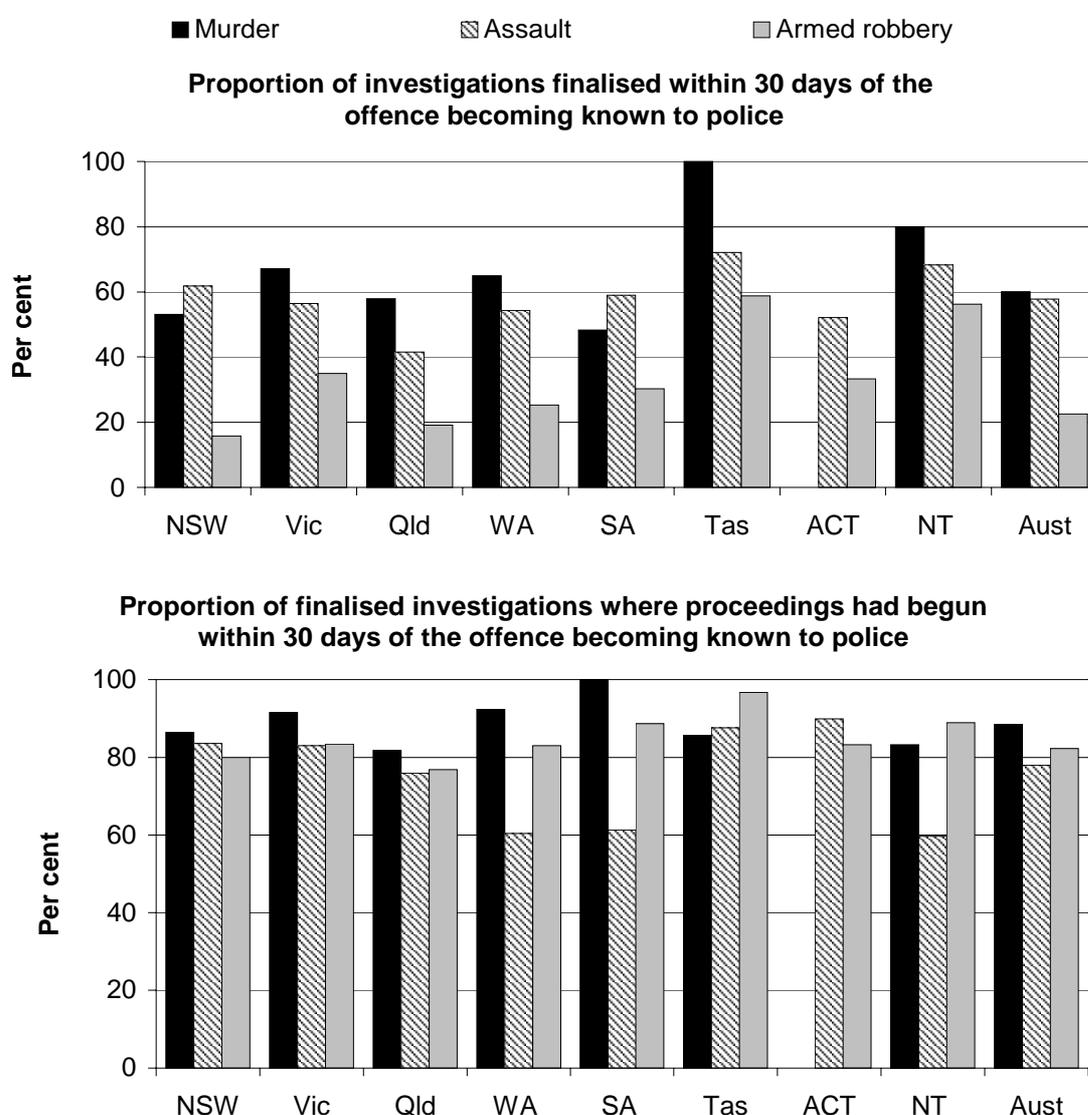
Across jurisdictions in 2002, the proportion of recorded murder investigations that were finalised within 30 days of the offence becoming known to police, varied from 100.0 per cent in Tasmania (based on seven investigations) to zero per cent in the ACT (based on two investigations) (figure 5.35). For these finalised murder investigations, the proportion of proceedings that had started against the alleged offender within 30 days of the offence becoming known to police ranged from 100.0 per cent in SA to 81.8 per cent in Queensland in 2002 (figure 5.35).

The proportion of recorded assault investigations that were finalised within 30 days of the offence becoming known to police ranged from 72.1 per cent in Tasmania (based on 3633 investigations) to 41.5 per cent in Queensland (based on 20 865 investigations). For these finalised assault investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the

offence becoming known to police, ranged from 89.9 per cent in the ACT to 59.7 per cent in the NT (figure 5.35).

The proportion of recorded armed robbery investigations that were finalised within 30 days of the offence becoming known to police ranged from 58.8 per cent in Tasmania (based on 51 investigations) to 15.8 per cent in NSW (based on 3815 investigations). For these finalised armed robbery investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 96.7 per cent in Tasmania to 76.8 per cent in Queensland (figure 5.35).

Figure 5.35 Victims of crimes against the person: outcomes of investigations, 30 day status, 2002



Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.55.

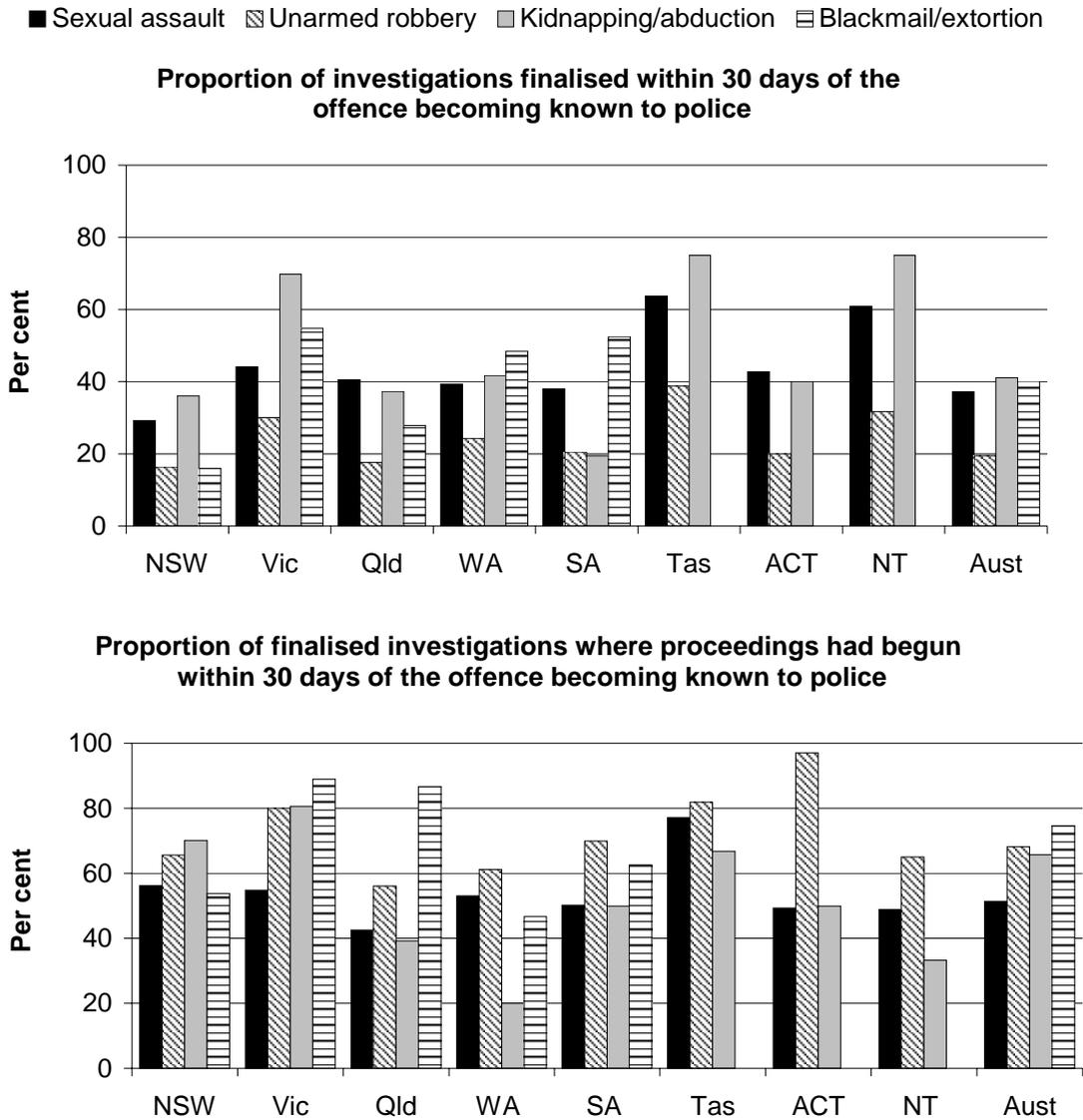
The proportion of recorded sexual assault investigations that were finalised within 30 days of the offence becoming known to police, ranged from 63.8 per cent in Tasmania (based on 240 investigations) to 29.2 per cent in NSW (based on 6480 investigations). For these finalised sexual assault investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 77.1 per cent in Tasmania to 42.6 per cent in Queensland (figure 5.36).

The proportion of recorded unarmed robbery investigations that were finalised within 30 days of the offence becoming known to police ranged from 38.8 per cent in Tasmania (based on 85 investigations) to 16.3 per cent in NSW (based on 7889 investigations). For these finalised unarmed robbery investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police, ranged from 97.1 per cent in the ACT to 56.1 per cent in Queensland (figure 5.36).

The proportion of recorded kidnapping/abduction investigations that were finalised within 30 days of the offence becoming known to police ranged from 75.0 per cent in Tasmania and the NT (based on eight and four investigations respectively) to 19.4 per cent in SA (based on 31 investigations). For these finalised kidnapping/abduction investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police, ranged from 80.6 per cent in Victoria to 20.0 per cent in the WA (figure 5.36).

The proportion of recorded blackmail/extortion investigations that were finalised within 30 days of the offence becoming known to police, ranged from 54.8 per cent in Victoria (based on 115 investigations) to 15.9 per cent in NSW (based on 82 investigations). For these finalised blackmail/extortion investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police, ranged across jurisdictions from 88.9 per cent in Victoria to 46.7 per cent in WA (figure 5.36).

Figure 5.36 Victims of crimes against the person: outcomes of investigations, 30 day status, 2002



Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.55.

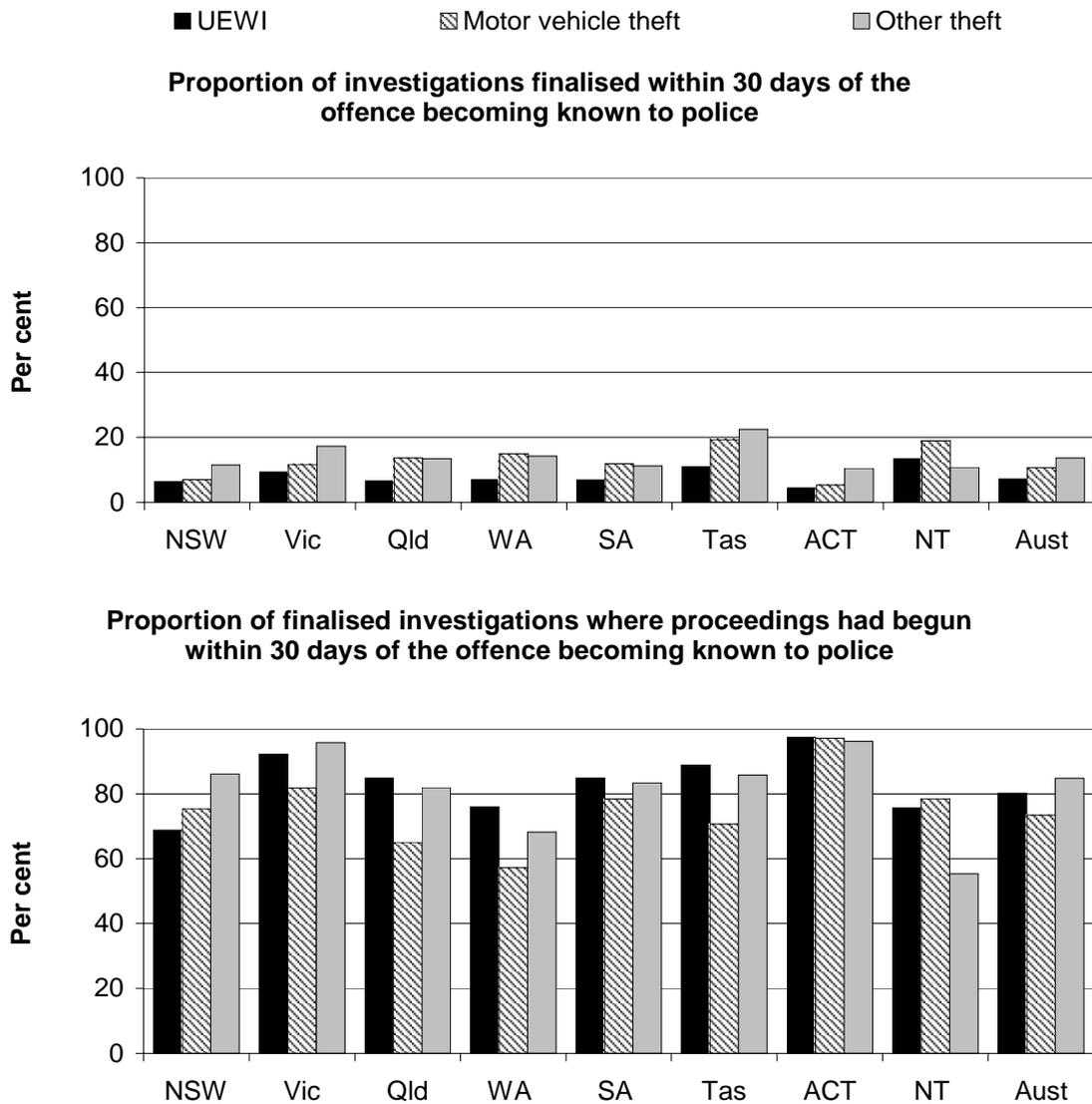
Outcomes of investigations — property crimes

The proportion of investigations into recorded unlawful entry with intent (UEWI), that were finalised within 30 days of the offence becoming known to police, ranged from 13.3 per cent in the NT to 4.4 per cent in the ACT. For these finalised investigations of unlawful entry with intent, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known

to police ranged from 97.5 per cent in the ACT to 68.8 per cent in NSW (figure 5.37).

The proportion of investigations into recorded motor vehicle theft that were finalised within 30 days of the offence becoming known to police ranged from 19.3 per cent in Tasmania to 5.3 per cent in the ACT. For these finalised motor vehicle theft investigations, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged across jurisdictions from 97.2 per cent in the ACT to 57.2 per cent in WA (figure 5.37).

Figure 5.37 Victims of property crime: outcomes of investigations, 30 day status, 2002



Source: ABS *Recorded Crime – Victims Australia*, (various years), Cat. no. 4510.0 (various years); table 5A.56.

The proportion of investigations into recorded other theft that were finalised within 30 days of the offence becoming known to police ranged from 22.5 per cent in Tasmania to 10.5 per cent in the ACT. For these finalised investigations of other theft, the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police ranged from 96.2 per cent in the ACT to 55.3 per cent in the NT (figure 5.37).

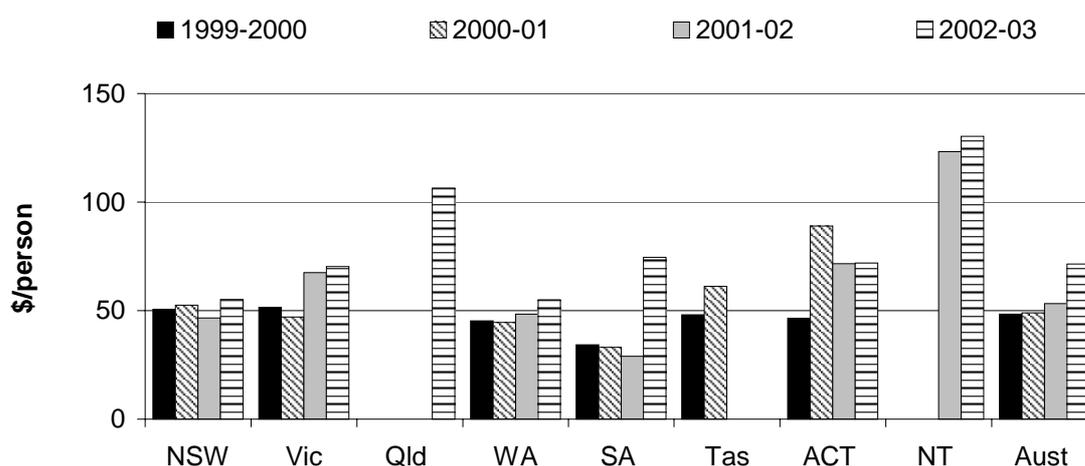
Access and equity

The Review has identified this as an area for development with the aim of future reporting.

Efficiency

The reporting of expenditure data has been adjusted for the 2004 Report to exclude payroll tax from all expenditure data. Historical data have been revised accordingly to allow for jurisdictional comparisons. Nationally, of the jurisdictions that could provide data in 2002-03, expenditure on crime investigations was \$72 per person. It ranged from \$130 per person in the NT to \$55 per person in NSW and WA (figure 5.38).

Figure 5.38 **Real expenditure per person (less payroll tax) on crime investigation, (2002-03 dollars)^{a, b}**



^a Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. ^b For 2002-03, SA has replaced the previous output based performance structure with a program based performance structure and data for 2002-03 are based on SAPOL's 2002-03 Program Statement. Although there is no material variance in the allocation of resources between Program and Output structures, material variances exist between SDA's because a proportion of Crime Investigation costs/revenues in previous years were apportioned to Community Safety and Support and to Road Safety and Traffic Management.

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

Expenditure on crime investigations as a proportion of total police expenditure nationally was 28.8 per cent in 2002-03. As a proportion of each jurisdiction's total police expenditure, it ranged from 45.4 per cent in Queensland to 19.9 per cent in WA (table 5A.15).

While comparisons can be made with last year's data, care needs to be taken, because the methods employed have changed. All jurisdictions that provided data increased their real expenditure per person on crime investigations over the past year, with the largest increase being in SA, where real expenditure on crime investigation rose by \$46 per person (from \$29 to \$75). Nationally, real expenditure on crime investigations rose by \$19 per person over the past year (table 5A.57).

5.7 Road safety and traffic management

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

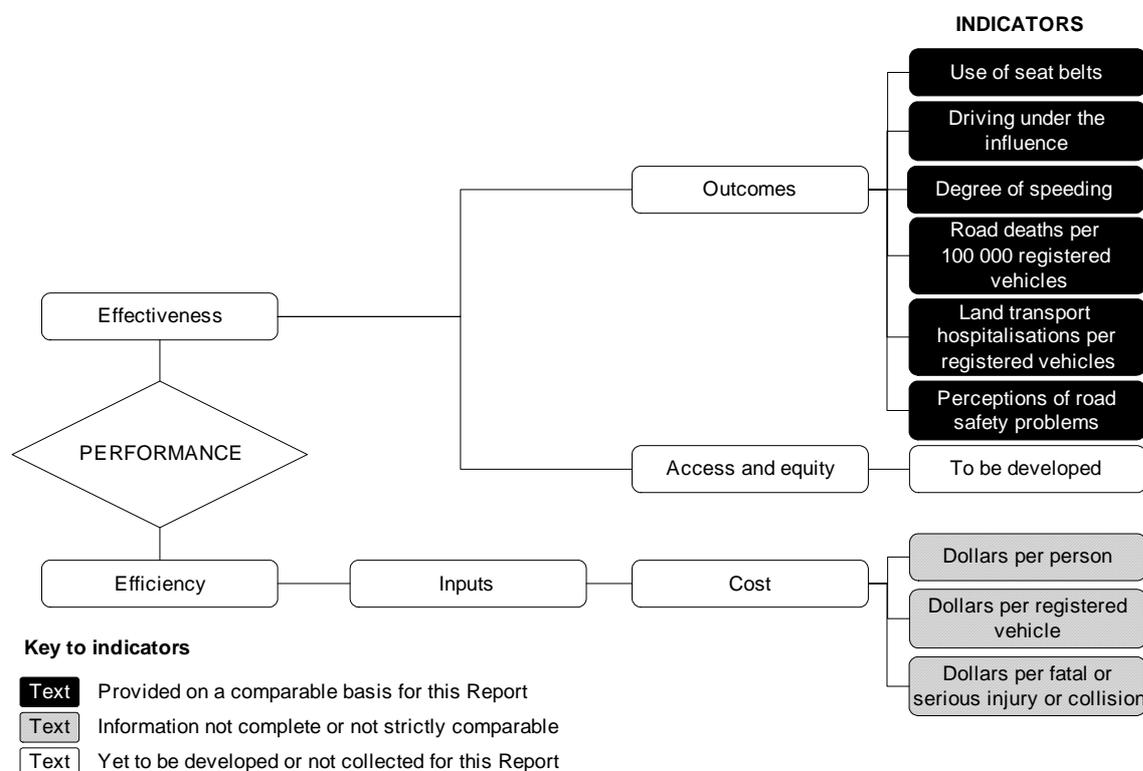
Activities typically include:

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

Framework of performance indicators

Police performance in undertaking road safety and traffic management activities is measured using a suite of indicators that includes people's behaviour on the roads and the number of land transport hospitalisations and road fatalities. The performance indicator framework shows which data are comparable in the 2004 Report (figure 5.39). For data that are not considered strictly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.39 Performance indicators for road safety and traffic management



Key performance indicator results

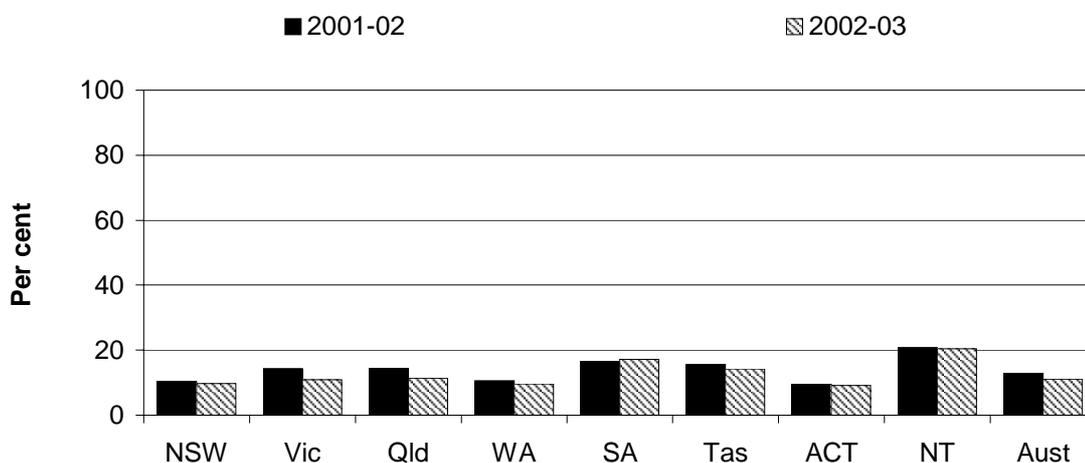
For contextual purposes, 88.2 per cent of NSCSP respondents in 2002-03 stated that they had driven a motor vehicle in the past 12 months, while 11.8 per cent stated they had not (table 5A.58).

An aim of police road safety programs is to influence road user behaviour so as to reduce the incidence of road crashes and the severity of road trauma. These programs target drink-driving, excessive speed and the non-wearing of seat belts.

Use of seat belts

Nationally in 2002-03, 11.1 per cent of people who had driven in the last 12 months said they 'sometimes' or more often ('half the time', 'most of the time' or 'always'), travelled in a car without wearing a seat belt (compared with 13.0 in 2001-02). This proportion ranged from 20.4 per cent in the NT to 9.1 per cent in the ACT. Compared with 2001-02, the use of seat belts was higher in all jurisdictions except SA, which recorded a slight decline in seat belt use (figure 5.40).

Figure 5.40 **People who had driven in the last 12 months and ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’) travelled in a car without wearing a seat belt^{a, b}**



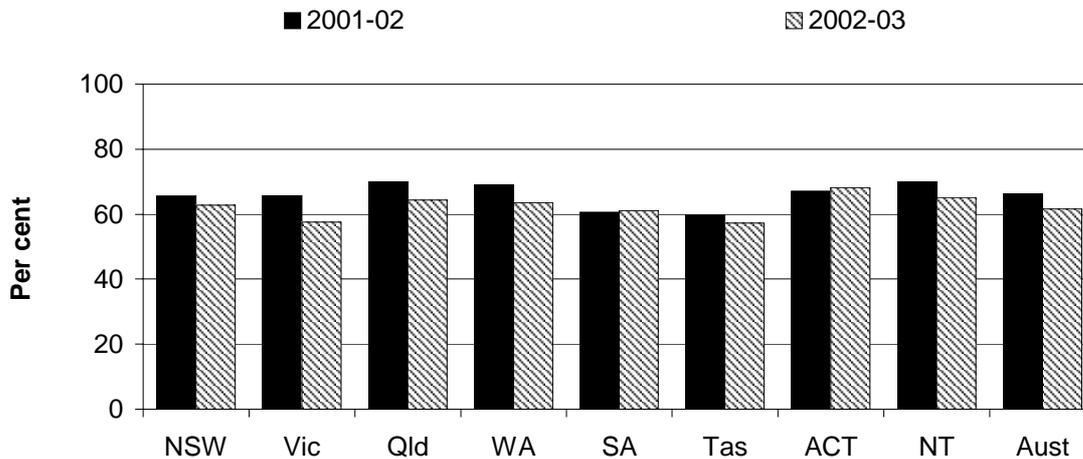
^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR *National Survey of Community Satisfaction with Policing* (unpublished); table 5A.59.

Degree of speeding

Nationally in 2002-03, 61.7 per cent of people surveyed who had driven in the last 12 months reported travelling more than 10 kilometres per hour above the speed limit ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’). This compares with 66.5 per cent in 2001-02. Across jurisdictions, the proportion ranged from 68.2 per cent in the ACT to 57.3 per cent in Tasmania. Compared with 2001-02, all jurisdictions experienced declines in speeding, except SA and the ACT, which recorded small increases (figure 5.41).

Figure 5.41 People who indicated that they had driven in the last 12 months more than 10km/h above the speed limit 'sometimes' or more often ('half the time', 'most of the time' or 'always')^{a, b}



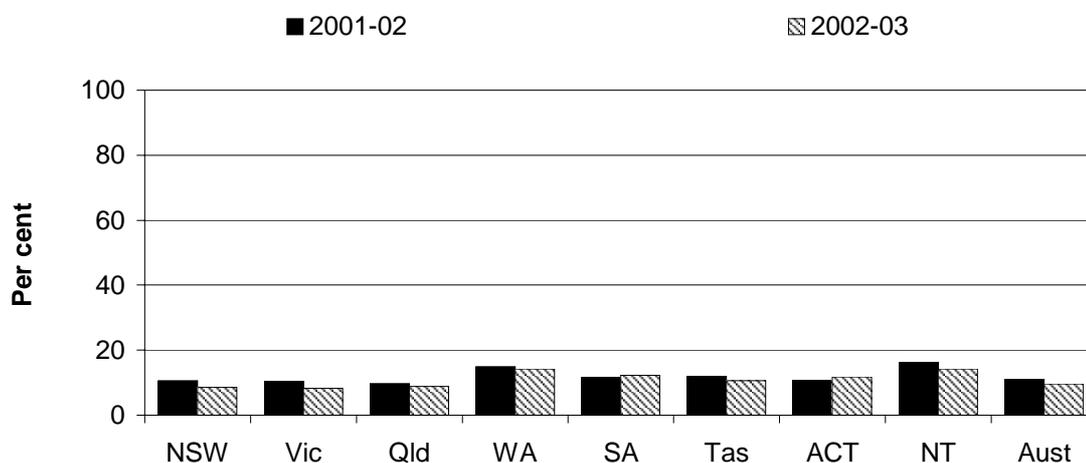
^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.60.

Driving under the influence

Nationally in 2002-03, 9.6 per cent of people surveyed who had driven in the last 12 months indicated that they had 'sometimes' or more often ('half the time', 'most of the time' or 'always') driven when possibly over the 0.05 blood alcohol limit (compared with 11.0 per cent in 2001-02). This proportion ranged from 14.3 per cent in the NT to 8.2 per cent in Victoria. Compared with 2001-02, all jurisdictions recorded a fall in the level of drink driving, except SA and the ACT, which experienced small increases (figure 5.42).

Figure 5.42 **People who indicated that they had driven in the last 12 months when possibly over the 0.05 alcohol limit ‘sometimes’ or more often (‘half the time’, ‘most of the time’ or ‘always’)^{a, b}**



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR *National Survey of Community Satisfaction with Policing* (unpublished); table 5A.61.

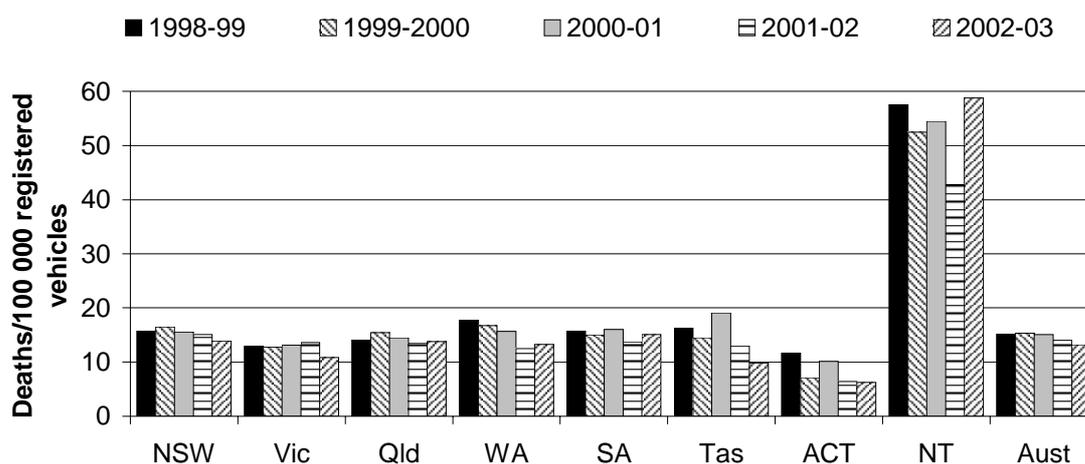
Road deaths

One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations. The performance of the police in helping to minimise deaths and crashes that require a person to be admitted to hospital can affect the demand for many other government services (for example, hospital services). Nationally, there were 1693 road deaths in 2002-03, representing a fall of 57 fatalities from 2001-02. Across jurisdictions, road fatalities ranged from 534 in NSW to 13 in the ACT. Road fatalities between 2001-02 and 2002-03 fell in Tasmania by 23.3 per cent, Victoria by 18.2 per cent and NSW by 5.5 per cent. The NT, SA, WA and Queensland, however, experienced increases of 38.6 per cent, 11.1 per cent, 8.8 per cent and 5.6 per cent respectively over the same period. The number of road fatalities in the ACT remained stable. From 1998-99 to 2002-03, NSW, Victoria, WA, Tasmania and the ACT all recorded falls in road fatalities, whilst Queensland, SA and the NT experienced slight increases (table 5A.62).

There were 13 road deaths per 100 000 registered vehicles in Australia in 2002-03, ranging from 59 in the NT to six in the ACT. The largest fall in deaths over the past 12 months occurred in Victoria and Tasmania, which both recorded three fewer deaths per 100 000 registered vehicles. The largest increase in deaths over the past 12 months occurred in the NT, where deaths per 100 000 registered vehicles increased by 16. From 1998-99 to 2002-03, however, all jurisdictions recorded a fall

in the number of deaths per 100 000 registered vehicles, with the exception of the NT, which recorded a slight increase and Queensland, which remained constant (figure 5.43).

Figure 5.43 Road deaths per 100 000 registered vehicles



Source: Australian Transport Safety Bureau (ATSB), *Fatal Road Crash Database* (accessed on 29 September 2003); ABS *Motor Vehicle Census, Australia*, Cat. no. 9309.0 (unpublished); table 5A.62.

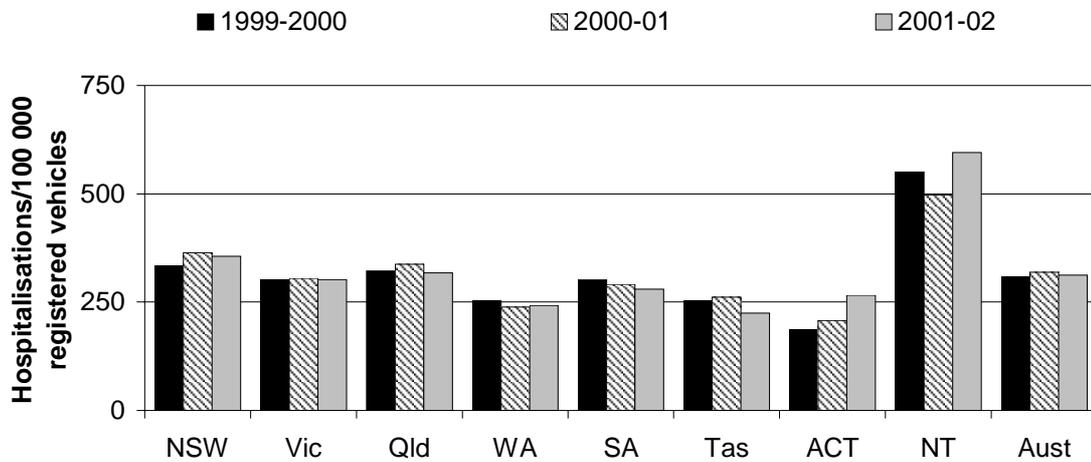
Land transport hospitalisations per registered vehicle

There were 312 land transport hospitalisations per 100 000 registered vehicles in Australia in 2001-02, ranging from 595 in the NT to 224 in Tasmania (figure 5.44). Tasmania was the only jurisdiction to experience a fall in both road deaths and land transport hospitalisations between 2000-01 and 2001-02 (tables 5A.62 and 5A.63).

Cost of SDA/number of fatal or serious injuries or collisions

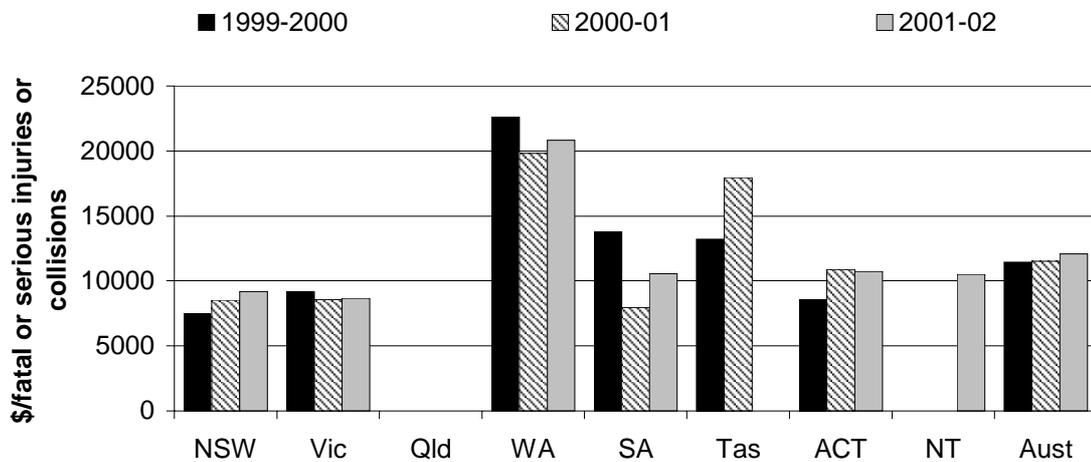
The number of fatal or serious injuries or collisions is defined as the number of road deaths plus the number of land transport hospitalisations. Nationally in 2001-02, the cost of road safety and traffic management per fatal or serious injury or collision was \$12 065. Across jurisdictions that provided data, this ranged from \$20 840 in WA to \$8669 in Victoria (figure 5.45).

Figure 5.44 Land transport hospitalisations per 100 000 registered vehicles



Source: Australian Institute of Health and Welfare (AIHW) (unpublished); ABS *Motor Vehicle Census, Australia* Cat. no. 9309.0 (unpublished); table 5A.63.

Figure 5.45 Cost of SDA/number of fatal or serious injuries or collisions (2002-03 dollars)



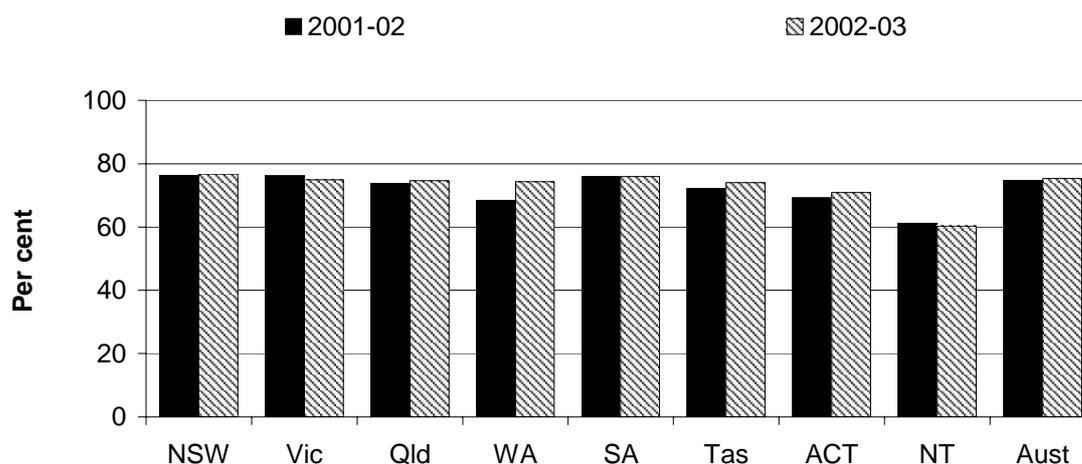
Source: AIHW (unpublished); ATSB *Fatal Road Crash Database* (accessed on 29 September 2003); State and Territory governments (unpublished); table 5A.63.

Perceptions of road safety problems

Nationally in 2002-03, 75.3 per cent of people surveyed believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' within their local area (compared with 74.7 per cent in 2001-02). Across jurisdictions, this proportion ranged from 76.7 per cent in NSW to 60.3 per cent in

the NT (figure 5.46). Compared with 2001-02, all jurisdictions recorded increases in the perception of problems associated with local driving behaviour, except Victoria, SA and the NT, which experienced small decreases (table 5A.44).

Figure 5.46 Proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their local area^{a, b}



^a Data for 2001-02 are based on responses from people aged 18 years or over, whereas data for 2002-03 are based on responses from people aged 15 years or over. ^b The 2001-02 survey data contains some minor weighting errors.

Source: ACPR National Survey of Community Satisfaction with Policing (unpublished); table 5A.44.

Access and equity

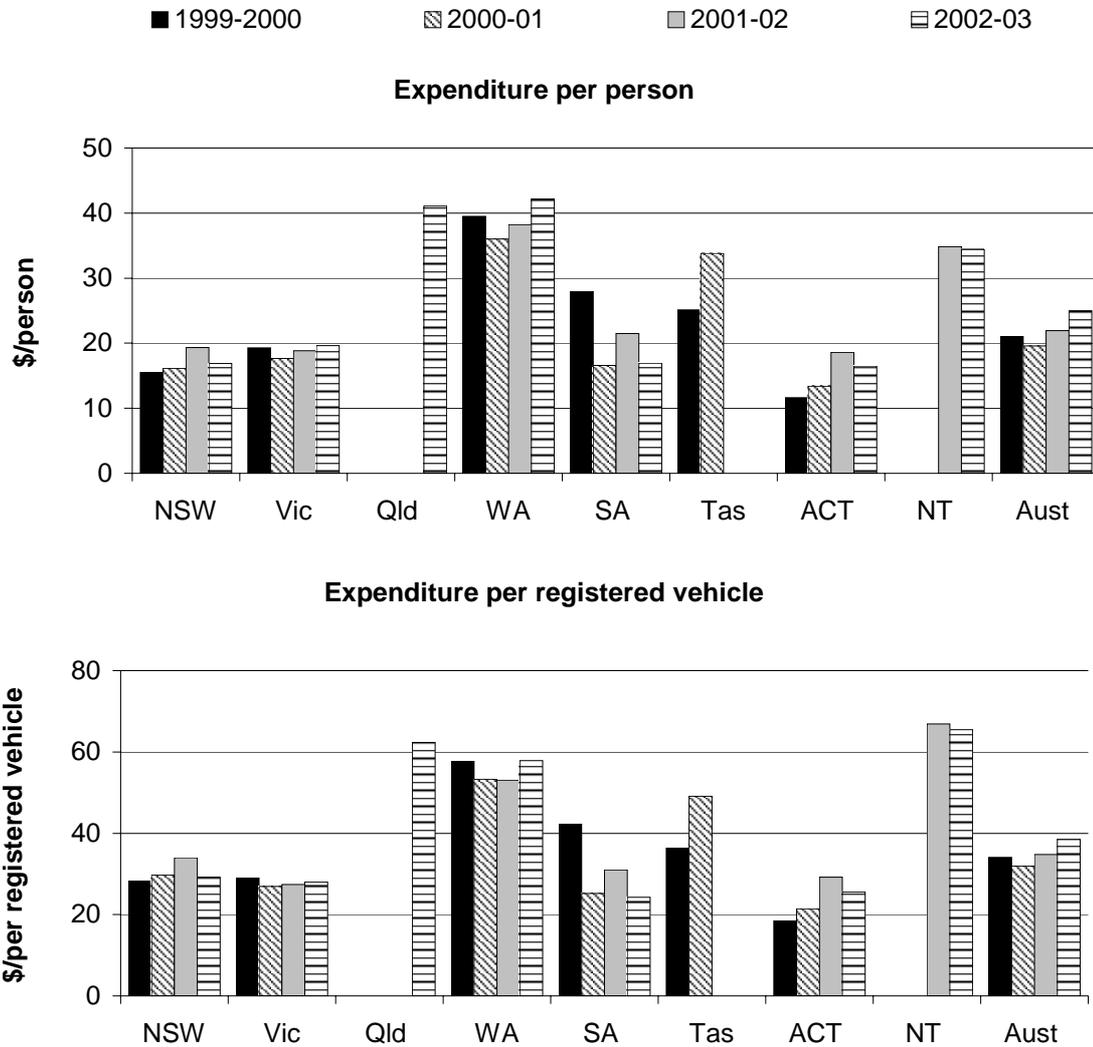
The Review has identified this as an area for development with the aim of future reporting.

Efficiency

The reporting of expenditure data has been adjusted for the 2004 Report to exclude payroll tax from all expenditure data. Historical data have been revised accordingly to allow for comparisons within jurisdictions over time.

For jurisdictions that could provide data in 2002-03, real expenditure on road safety and traffic management nationally was \$25 per person. It ranged from \$42 per person in WA to \$16 per person in the ACT. Real expenditure on road safety and traffic management per registered vehicle also varied across jurisdictions in 2002-03, from \$65 in the NT to \$24 in SA. Nationally, it was \$38 (figure 5.47).

Figure 5.47 **Real expenditure (less payroll tax) on road safety and traffic management, (2002-03 dollars)^{a, b}**



^a Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. ^b For 2002-03, SA has replaced the previous output based performance structure with a program-based performance structure and data for 2002-03 are based on SAPOL's 2002-03 Program Statement. Although there is no material variance in the allocation of resources between Program and Output structures, material variances exist between SDAs because a proportion of Crime Investigation costs/revenues in previous years were apportioned to Community Safety and Support and to Road Safety and Traffic Management.

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

Nationally in 2002-03, expenditure on road safety and traffic management as a proportion of total police expenditure per person was 10.1 per cent. As a proportion of each jurisdiction's total police expenditure per person, it ranged from 17.5 per cent in Queensland to 6.2 per cent in the NT (table 5A.15).

While comparisons can be made with last year's data, care needs to be taken, because the methods employed have changed. The largest increase in real expenditure per person on road safety and traffic management from 2001-02 to 2002-03 occurred in WA (a rise of \$4 per person from \$38 to \$42). The largest decrease in real expenditure was in SA (a fall of \$5 per person from \$22 to \$17). Nationally, real expenditure on road safety and traffic management rose by \$3 per person (from \$22 to \$25) over the past 12 months (table 5A.64).

5.8 Services to the judicial process

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

Activities typically include:

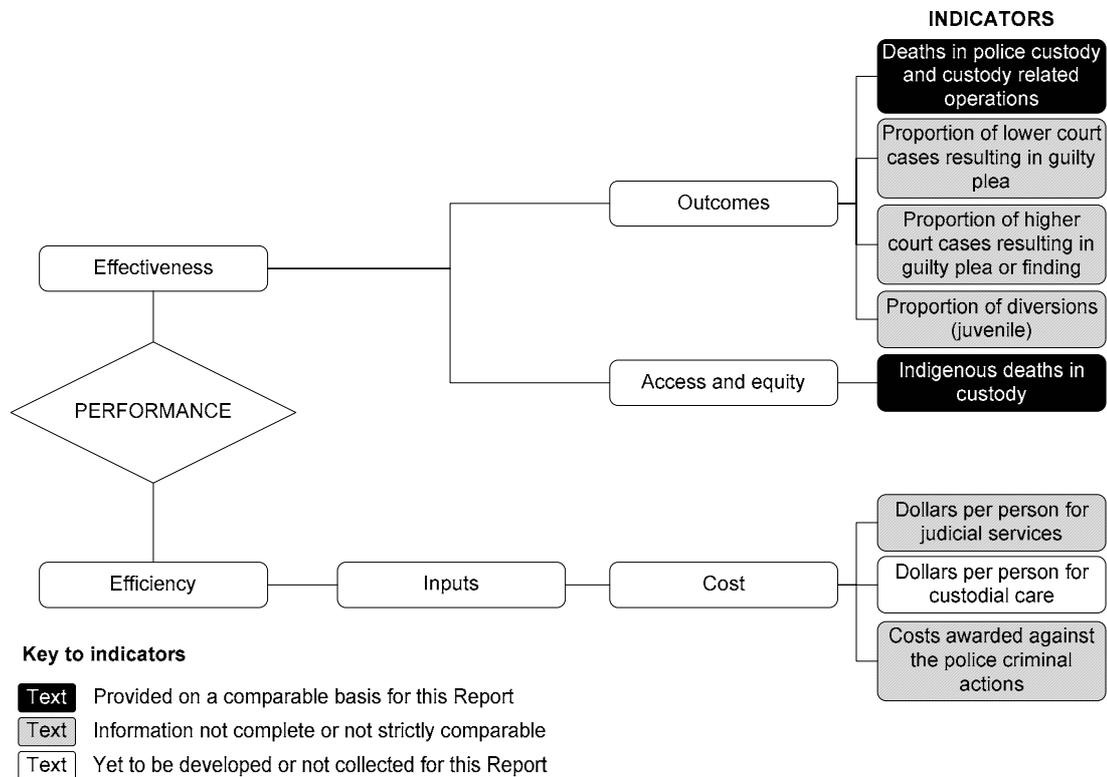
- preparing briefs
- presenting evidence at court
- conducting court and prisoner security.

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

Framework of performance indicators

Police performance in undertaking these activities is measured using a suite of indicators that 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. The performance indicator framework shows which data are comparable in the 2004 Report (figure 5.48). For data that are not considered strictly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Figure 5.48 Performance indicators for services to the judicial process



Key performance indicator results

Deaths in police custody and custody-related operations

Nationally, there were 19 deaths in police custody and custody related operations in 2002 (down from 31 in 2001). This total comprised 13 non-Indigenous deaths and six Indigenous deaths. Across jurisdictions, the number of non-Indigenous deaths ranged from six deaths in NSW to no deaths in SA, the ACT and the NT (table 5.1). Three jurisdictions recorded Indigenous deaths in 2002 — NSW (three deaths), the NT (two deaths) and WA (one death). Nationally, the death rate per 100 000 people over the period 1998–2002 was 0.66. This ranged from 4.62 in the NT to 0.21 in Tasmania (with the ACT recording no deaths over the period) (table 5.1).

Table 5.1 Deaths in police custody and custody-related operations^{a, b}

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Non-Indigenous deaths									
1998	9	7	2	1	–	–	–	–	19
1999	4	4	3	2	2	–	–	4	19
2000	12	1	2	1	4	–	–	–	20
2001	15	5	4	1	1	–	–	–	26
2002	6	1	3	2	–	1	–	–	13
Indigenous deaths									
1998	2	–	1	1	–	–	–	2	6
1999	1	–	1	3	–	–	–	1	6
2000	2	–	1	1	1	–	–	–	5
2001	–	–	–	2	3	–	–	–	5
2002	3	–	–	1	–	–	–	2	6
Total deaths									
1998	11	7	3	2	–	–	–	2	25
1999	5	4	4	5	2	–	–	5	26
2000	14	1	3	2	5	–	–	–	25
2001	15	5	4	3	4	–	–	–	31
2002	9	1	3	3	–	1	–	2	19
Total 1998-2002	54	18	17	15	11	1	–	9	126
Rate per 100 000 people (1998-2002) ^c	0.83	0.38	0.48	0.80	0.73	0.21	–	4.62	0.66

^a Deaths in police custody include: deaths in institutional settings (for example, police stations/lockups and police vehicles, or during transfer to or from such an institution, or in hospitals following transfer from an institution); and other deaths in police operations where officers were in close contact with the deceased (for example, most raids and shootings by police). Deaths in custody related operations cover situations where officers did not have such close contact with the person as to be able to significantly influence or control the person's behaviour (for example, most sieges and most cases where officers are attempting to detain a person, such as pursuits). ^b Includes one AFP death in custody in 1999. ^c Rate calculated by using the average population between 1998-2002. – Nil or rounded to zero.

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

Outcomes of court cases

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

Two sources are used to provide data on the outcomes of court cases for the 2004 Report:

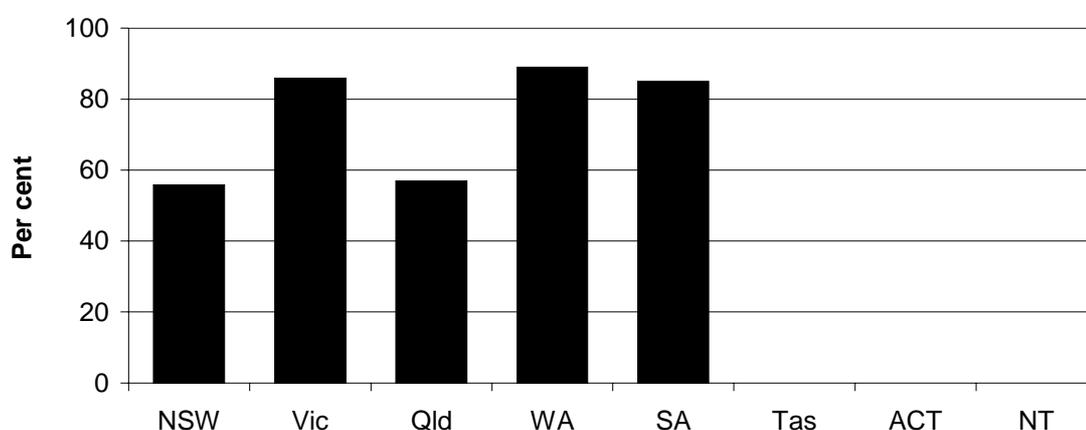
- *ABS Criminal Court data*: This source is used for the first time to provide data on higher court cases for all jurisdictions for 2001-02.
- *Jurisdiction data*: Lower court cases data are based on Magistrates' Criminal Court data provided by each jurisdiction.

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

Proportion of lower court cases resulting in a guilty plea

Of the five jurisdictions which provided data, the proportion of lower court cases resulting in a guilty plea in 2002-03 ranged from 89.0 per cent in WA to 56.0 per cent in NSW (figure 5.49).

Figure 5.49 **Proportion of lower court cases resulting in a guilty plea, 2002-03^{a, b, c, d, e, f}**



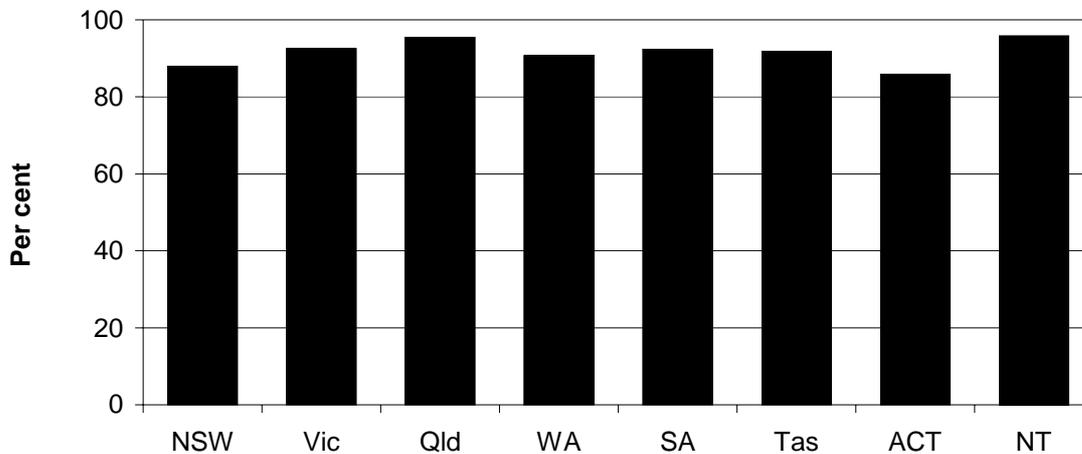
^a Data are not comparable across jurisdictions. ^b All jurisdictions' data include guilty findings and guilty pleas. ^c Data for NSW relate to 2002 calendar year. ^d For Queensland, the Queensland Wide Interlinked Courts database is unable to provide information consistent with the data dictionary. For example, no plea includes ex-parte cases which are not recorded as a finding of guilty in this Report. ^e For SA, matters finalised with a conviction where 'no plea' was recorded have been included. ^f Lower court data were not available for Tasmania, the ACT or the NT.

Source: State and Territory governments (unpublished)

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

In 2001-02, the proportion of higher court cases resulting in a guilty plea or finding ranged from 95.9 per cent in the NT to 86.0 per cent in the ACT (figure 5.50).

Figure 5.50 **Proportion of higher court cases resulting in a guilty plea or finding, 2001-02^a**



^a All jurisdictions' data include guilty findings and guilty pleas.

Source: ABS Criminal Courts Cat. no. 4513.0; table 5A.66.

Juvenile diversions

When police apprehend offenders, they have a variety of options available. They can charge the offender, in which case criminal proceedings occur through the traditional court processes, or they can use their discretion to divert the offender away from this potentially costly, time consuming and stressful situation (for both the offender and victim). Diversionary mechanisms include cautions and attendances at community and family conferences. These options can be beneficial because they allow the offender to be admonished, without the necessity of traditional court processes. They are particularly useful mechanisms for dealing with juvenile offenders.

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

Of the jurisdictions that provided data, the proportion of juvenile offenders undergoing diversionary programs ranged from 57 per cent in Tasmania to 31 per cent in Victoria in 2002-03 (table 5A.67). The largest increase in the use of juvenile diversions from 2001-02 to 2002-03 occurred in SA, where the proportion of juvenile offenders diverted rose from 49 per cent to 54 per cent. The largest decrease in the use of juvenile diversions over the past year was recorded in Tasmania, where the proportion of juvenile offenders diverted fell from 68 per cent to 57 per cent (table 5.2).

Table 5.2 Juvenile diversions as a proportion of juvenile offenders (per cent)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld^b</i>	<i>WA^c</i>	<i>SA^d</i>	<i>Tas</i>	<i>ACT</i>	<i>NT^e</i>
1998-99	na	na	42	42	53	50	32	na
1999-2000	na	32	43	41	53	50	36	na
2000-01	51	na	44	45	53	59	48	80
2001-02	54	30	44	44	49	68	51	57
2002-03	56	31	44	41	54	57	45	49

^a 'Juvenile diversion' is defined in the accompanying text. ^b For Queensland, data also include cautions and community conferences. ^c Data for WA are for calendar years, not financial years. Juvenile diversions include juvenile cautions and referrals to Juvenile Justice Teams. The proportion of juvenile diversions has been calculated on total recorded police contacts with juvenile offenders comprising juvenile cautions, referrals to Juvenile Justice Teams and charges pertaining to juveniles. ^d For SA, 2002-03 data include figures from the first full year of operation of the SA Drug Diversion Initiative. Diversions include diversion by way of formal cautioning by police, and family conferences. ^e For the NT, data also include verbal warnings. **na** Not available.

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

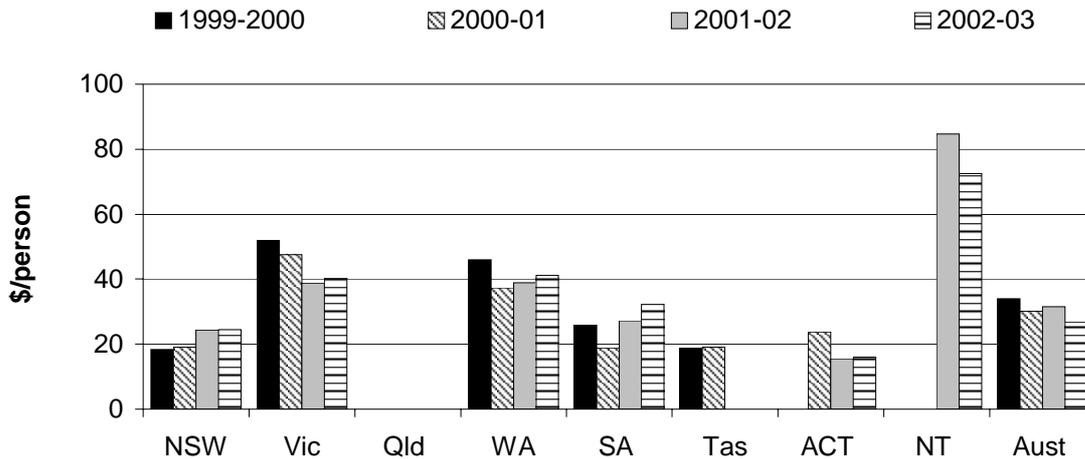
Efficiency

The reporting of expenditure data has been adjusted for the 2004 Report to exclude payroll tax from all expenditure data. Historical data have been revised accordingly to allow for comparison within jurisdictions over time. Nationally, of the jurisdictions able to provide data in 2002-03, estimated expenditure on services to the judicial process was \$27 per person. It ranged from \$73 per person in the NT to \$16 per person in the ACT (figure 5.51). Nationally, expenditure on judicial processes as a proportion of total police expenditure per person was 10.8 per cent. As a proportion of each jurisdiction's total police expenditure, it ranged from 17.3 per cent in Victoria to 6.3 per cent in the ACT (table 5A.15).

While comparisons can be made with last year's data, care needs to be taken, because the methods employed have changed. The largest increase in real expenditure on services to the judicial process from 2001-02 to 2002-03 occurred in SA, (a rise of \$5 per person from \$27 to \$32). The largest real decrease was in the NT (a fall of \$12 per person from \$85 to \$73). Nationally, real expenditure on

services to the judicial process decreased by \$5 per person (\$32 to \$27) (table 5A.68).

Figure 5.51 Real expenditure per person (less payroll tax) on services to the judicial process (2002-03 dollars)^{a, b}



^a Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. ^b For 2002-03, SA has replaced the previous output based performance structure with a program based performance structure and data for 2002-03 are based on SAPOL's 2002-03 Program Statement. Although there is no material variance in the allocation of resources between Program and Output structures, material variances exist between SDAs because a proportion of Crime Investigation costs/revenues in previous years were apportioned to Community Safety and Support and to Road Safety and Traffic Management.

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

Another indicator of efficiency is the court costs awarded against the police in criminal actions. Court costs are generally awarded when a criminal action against an offender has failed; in this respect, it represents at least some of the resources expended when a prosecution fails. Of those jurisdictions that provided data in 2002-03, the ACT had the highest costs per person awarded against the police (53 cents) and Queensland had the lowest (5 cents) (table 5.3).

Table 5.3 Real costs awarded against the police in criminal actions (2002-03 dollars)^a

	<i>Unit</i>	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>
Total costs									
1998-99	\$'000	na	1 734	201	na	392	39	na	na
1999-2000	\$'000	na	1 427	211	426	403	24	195	na
2000-01	\$'000	517	na	162	475	312	4	101	na
2001-02	\$'000	534	1 236	212	553	515	10	117	na
2002-03	\$'000	668	993	168	588	461	na	172	na
Total costs per person									
1998-99	\$	na	0.37	0.06	na	0.26	0.08	na	na
1999-2000	\$	na	0.30	0.06	0.23	0.27	0.05	0.62	na
2000-01	\$	0.08	na	0.05	0.25	0.21	0.01	0.32	na
2001-02	\$	0.08	0.26	0.06	0.29	0.34	0.02	0.37	na
2002-03	\$	0.10	0.20	0.05	0.30	0.30	na	0.53	na

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

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

5.9 Other services provided by police

Where possible, all jurisdictions have provided data on police activities within the four SDAs identified within the chapter (community safety and support; crime investigation; road safety and traffic management; and services to the judicial process). A clear breakdown of activities into these four categories is not always possible, however, so a 'best fit' scenario applies.

In some instances, jurisdictions cannot allocate particular activities or costs to the four SDAs already reported in this chapter, so a fifth SDA has been developed, called 'other services.' This SDA can include (but is not limited to) such things as information and licensing services, regulatory services and ministerial support services (see table 5A.10). The reporting of expenditure data has been adjusted for the 2004 Report to exclude payroll tax from all expenditure data. Historical data have been revised accordingly to allow for jurisdictional comparisons.

For this Report, only Queensland (\$6.45 per person), WA (\$6.65 per person) and the ACT (\$2.33 per person) have included expenditure under this SDA (table 5.4). As a proportion of each jurisdiction's total police expenditure in 2002-03, 'other services' represented 2.8 per cent of Queensland expenditure, 2.4 per cent of WA expenditure and 0.9 per cent of expenditure in the ACT in 2002-03 (table 5A.15).

Table 5.4 Real expenditure per person (less payroll tax) on 'other services' (2002-03 dollars)^a

	<i>NSW</i>	<i>Vic</i>	<i>Qld</i>	<i>WA</i>	<i>SA</i>	<i>Tas</i>	<i>ACT</i>	<i>NT</i>	<i>Aust</i>
1999-2000	–	–	na	7.43	–	–	–	na	0.90
2000-01	–	–	na	6.40	–	–	5.00	na	0.88
2001-02	–	–	na	5.55	–	na	2.17	–	0.74
2002-03	–	–	6.45	6.65	–	na	2.33	–	1.95

^a Data have not been subjected to extensive tests to determine comparability. Further, some differences in counting rules may exist across jurisdictions as a result of the differing mixes of activities undertaken within each of the common SDAs. **na** Not available. – Nil or rounded to zero.

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

5.10 Capital costs in the costing of police services

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 5A.1–5A.8. Costs associated with non-current physical assets (such as depreciation and the user cost of capital) are potentially important components of the total costs of many services delivered by government agencies. Differences in the techniques for measuring non-current physical assets (such as valuation methods) may reduce the comparability of cost estimates across jurisdictions. In response to concerns regarding data comparability, the Steering Committee initiated a study: *Asset Measurement in the Costing of Government Services* (SCRCSSP 2001). The aim of the study was to examine the extent to which differences in asset measurement techniques applied by participating agencies affect the comparability of reported unit costs.

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

5.11 Future directions in performance reporting

Over recent years, the Review has examined more robust and suitable ways in which to measure levels of efficiency in the services that police jurisdictions provide to the community. Community safety and support and road safety and traffic management have been identified as two areas in which initial developmental

work can be undertaken. As a result of this work, the Report may include new indicators next year or in future years.

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

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

As a result, the Review is examining alternative methods for developing efficiency indicators. The approach is to identify issues of prime importance and the activities required to address them. Measures can then be made of the time and cost of activities, and of the actions resulting from those activities. Efficiency indicators would be defined in terms of the cost per unit of output, where output is defined as the sum of actions taken, weighted to reflect the importance of redressing the problem.

Community safety and support

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

- response capability — that is, that police are contactable and attend as necessary
- family (domestic) violence — that is, that police attend in a timely manner, ensure safety of victim and follow up
- street and public order — that is, that police patrol designated ‘hot spots’, care for intoxicated people and manage street level drug dealing.

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

- cost of response service/calls received — a measure of the efficiency of communications operations
- cost of domestic violence/domestic violence victims — a measure of the efficiency of police domestic violence services
- cost of response service/(weighted) calls attended — a measure of the efficiency in response capability

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- cost of targeted street patrols/weighted actions — a measure of the efficiency in public order.

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

Road safety and traffic management

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

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

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

Difficulties in determining efficiency indicators for road safety and traffic management include the difficulty of developing measures that are consistently and accurately defined and recorded across all jurisdictions. Compounding this difficulty, determining a measure which reflects the entire range of service delivery

remains a challenge. The Review will continue to examine potential road safety and traffic management indicators as part of the 2005 Report process.

Other future developments

The Police Practitioners Group and the Review continue to maintain a watching brief on ABS progress in developing a judicial support indicator — cost of judicial support SDA/number of offenders — (ABS offender based statistics). This indicator is seen as an interim measure, with a target date for the 2006 Report. The Review continues to explore the potential indicator — cost of crime investigation SDA/number of cases initiated. During 2004 an assessment will be made of data recently collected from jurisdictions and definitions and counting rules will be explored.

5.12 Jurisdictions' comments

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

New South Wales Government comments

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

Each Local Area Command (LAC) has established a Police Accountability Community Team (PACT) as a forum to discuss issues of local concern. Through PACT, the LAC is accountable to the community it serves for the identification of issues, to report on Policing strategies and for increasing police visibility at required times. Achievement of crime reduction, increased public safety and reduced community concern are long-term objectives. In the short term, LACs are more appropriately assessed on the ability to solve problems.

Each LAC has implemented the Command Management Framework (CMF), which is a risk-based self-assessment process. The CMF puts an increased emphasis on behaviours of police, ensuring compliance with ethical crime investigation and intelligence-based crime prevention. It also focuses on effective people and resource management. As the CMF allows for local risk assessment, it relies on the continual evaluation of information and performance assessment.

LACs are encouraged to engage in internal benchmarking, against past trends and in comparison to other LACs. LACs share good practice and innovation through the Operations and Crime Review (OCR) process. At OCRs, the Commissioner and Executive Team question Command Management Teams regarding the implementation of business plans, crime trends and people/resource management issues. OCRs allow LACs to discuss issues affecting performance and to develop agreed action plans.

At the State level, however, comparison with other States/Territories is considered less useful, as the information is neither timely nor sufficiently consistent to be used operationally. The key performance indicators used by NSW Police include many of the performance indicators shown in this Report. Overall success is measured in terms of general community satisfaction and confidence in police. Crime trends are used as indicators of performance and to track the possible emergence of further problems.

LACs are at the heart of service delivery. Performance at the corporate level is an accumulation of LACs and reflects the actions taken at that level. The achievement of results including reducing crime and improved community satisfaction is influenced by many other factors as well as NSW Police activity.

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Victorian Government comments



Substantial achievements have been made to further increase the safety of Victoria and Victorians during 2002-03. The overall crime rate, as measured per 100 000 population, was reduced by 6.8 per cent. Crime against the person was reduced by 3.4 per cent and property crime by 8.3 per cent.

Safety on Victoria's roads has also been improved through the 2002-03 year. During this period, the Victorian Road Toll was reduced by 18.2 per cent over the previous year's result and representing the saving of 82 lives on Victoria's roads. It was also the lowest toll on record, representing a very substantial achievement.

Victoria Police continues to enjoy strong support and trust from the community. The *National Survey of Community Satisfaction with Policing* showed that in 2002-03, some 83 per cent of Victorians surveyed were satisfied with their most recent contact with police. Similarly, some 85 per cent of Victorians had confidence in police. Both results are among the highest in Australia and represent improvement over the previous year's results.

This year also marks the 150th anniversary of Victoria Police. This has provided a unique opportunity for the Force to look at its history and all that has been achieved. Looking at where we have come from also provides us with a platform for looking forward and developing a long-term vision for the future of Victoria Police.

Following an extensive process of consultation with the Victorian community, government and partnership organisations, Victoria Police has developed its new Five-Year Strategic Plan. This Plan will provide us with a focus for what we need to achieve to ensure continued improvement in the safety of Victoria and Victorians. Over the next five years, Victoria Police is committed to delivering a safer Victoria by providing intelligent and confident policing focussed upon the development of partnerships and community capacity.

The improvement of service delivery to Victoria is also set to continue for metropolitan and rural Victorians alike as with the continued redevelopment and upgrading of the Police station network around the state. In the past year, some 26 stations and facilities have been redeveloped or significantly upgraded and next year a further fifteen 24-hour stations will be redeveloped or built in areas of significant population growth. In addition, over the next four years an additional 600 operational police members will be introduced across the state. These initiatives will contribute to providing Victoria with a police force resourced for the 21st century.



Queensland Government comments

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

After a trial over the previous financial year, Operational Performance Reviews were formally introduced by the Commissioner in July 2002. The performance of each of the Service's 29 districts is regularly assessed against criteria focussing on five operational and three corporate priorities: personal safety; property crime; calls for service; major events or critical incidents; unique district issues; human resource management; financial management; and professional standards and ethical practice.

The results reported in the Service's Annual Statistical Review 2002-03 showed encouraging trends in crime reduction in the State. There were reductions in property offences, including significant reductions in unlawful entry and property offences, as well as decreases in robbery, homicides and sexual offences.

The Queensland Government and Queensland Police Service jointly hosted the 7th Asia Pacific Region, Federal Bureau of Investigation (FBI) National Academy Associates (FBINAA) Retraining Conference. The Conference theme, The Impact of Global Terrorism on Law Enforcement Agencies, focused on terrorism prevention, immediate response and consequence management.

In February 2003, the Service established a Counter Terrorism Coordination Unit, to give advice to government and assist in the coordination of the State's counter-terrorism strategies.

In November 2002 the Queensland Government introduced new 'anti hoon' legislation by amending the Police Powers and Responsibilities Act 2000 (Qld) to counter dangerous and nuisance driving practices. Under this legislation police have the authority, in certain circumstances, to impound vehicles and obtain court orders for the forfeiture of vehicles.

The Domestic Violence Legislation Amendment Act 2002 (Qld) was proclaimed in March 2003, broadening the range of domestic relationships covered by the new legislation.

The Service continued to expand its Police Beat and Police Shopfront programs. In addition, five Tactical Crime Squads were established during 2002-03 to target crime priorities and drug-related offences.

The Service established a Tourist Oriented Policing Unit to enhance the safety and security of tourists by assisting police officers to respond to the particular needs of tourists within their local areas, and also to be the principal point of contact for the tourism industry.

The Queensland Police Service's Client Service Charter and Standards, introduced into the Service in July 2002 after extensive consultation, established the level of service that the Queensland community can expect from the Service.

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Western Australian Government comments

“ This year marks a significant event in Western Australian Police Service (WAPS) history — the celebration of 150 years of policing within Western Australia. Policing in the State has been transformed dramatically during that time. WAPS have moved from being an agency with a largely reactive and military style, to one that is more focussed on community leadership and the prevention of crime.

Throughout the year the WAPS has continued its significant reform program aimed at transforming the organisation’s culture, redefining core business, restructuring the organisation and redesigning business processes to meet the needs of the community. An evaluation of the reforms was conducted in 2002 with significant progress being identified, although a number of external demands placed on the agency were identified as marking another particularly challenging time. A unified corporate focus is being applied to strengthen the joint development and practise of consistent values, plans and activities and to ensure positive outcomes. Internal project teams have been established and we are committed to intensifying our strategic focus and maximising operational service levels.

The State Government’s Response to the Gordon Inquiry into complaints of family violence and child abuse in Aboriginal Communities detailed a range of issues about interagency cooperation and the provision of policing services. Successful implementation of the recommendations will ensure a far greater collaborative and coordinated response to child abuse and family violence. The WAPS will establish permanent policing services in nine identified remote locations over the next three years, and establish eight senior police child protection and family violence officers in country districts. It has also brought forward the development and implementation of the Victim and Offender Management System, to ensure provision of critical intelligence on family and domestic violence and improvements in police responses to domestic violence, child protection and missing persons.

Continuing priorities for the WAPS are providing quality police services to the community, improving our performance and accountability practises, and striving towards building and maintaining community trust and support.

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South Australian Government comments

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The South Australia Police (SAPOL) *Future Directions Strategy* 2003–2006 continues to set the organisational framework for effective delivery of policing services. An integral part of the *Future Directions Strategy* is the South Australia Policing Model. The Policing Model is the vehicle for achieving SAPOL's Mission, Vision and core functions. It outlines and defines the organisational core structures, core strategies, crime reduction strategy and problem solving, all centred on community safety.

A safe, secure and peaceful environment is the necessary foundation for a prosperous community and SAPOL remains committed to maintaining and improving community safety through being responsive to community needs and expectations. Security is a major community concern. Having recognised that acts of terrorism may be perpetrated through significant criminal undertakings, SAPOL has reviewed its capacity to respond to, investigate and prosecute those responsible for such incidents, culminating in the establishment of a State Protective Security Branch to support the management of protective security within the State. A joint SAPOL and Australian Federal Police team will conduct targeted investigations into criminal activity linked to terrorism. These steps have also enhanced our capacity to respond to and manage a broad range of emergency incidents under state disaster arrangements.

Problem solving has always been an essential policing skill and it is important to note that our problem solving approach is not restricted to crime related issues alone. While forming the foundation of our crime reduction strategy, problem solving obtains meaningful intelligence to provide a legitimate base for subsequent action across all aspects of SAPOL service delivery.

Under the *Future Directions Strategy* SAPOL continues to move forward, consolidating and enhancing previous organisational changes and exploiting the use of technology to continuously improve services to the community. Our Vision is that 'SAPOL will be held in the highest regard as a modern, motivated, progressive and professional organisation, responsive to the community's needs and expectations'. It is pleasing therefore to see that successful contact and partnership with local communities is reflected in the achievement of excellent results in the ACPR community satisfaction survey. For this reporting period, 86.9 per cent of those South Australians surveyed had confidence in the police, while 87.4 per cent considered the police performed their jobs professionally.

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Tasmanian Government comments

“ National crime statistics released in May 2003 for the 2002 calendar year indicated that Tasmania was below the national average in all of the major offence categories, with police clearing up a greater number of offences than ever before. These results reflect positively on the implementation of intelligence-led policing strategies and improved forensic and investigative techniques.

During 2003 the Department of Police and Public Safety published its *Strategic Directions Framework* for 2003–2006, defining the pathways to be taken over the next few years to build safer communities. The key themes of reassurance, readiness, responsiveness and accountability will underpin police efforts to ensure that Tasmania maintains its reputation as the safest state in the nation, and that community perceptions of safety are strengthened.

The Department's strategic directions are closely linked to the community safety goals and priorities set by Government within the Tasmania Together process. Measures to achieve these goals continue to be a major focus of the responsible agencies, as they seek to improve collaboration on whole-of-government projects to improve community safety. As coordinating agency for a number of the community safety priority benchmarks, the Department is working closely with other agencies, local government and local communities to introduce more integrated strategies and improve service delivery.

The Government is determined that agencies focus on early prevention strategies, particularly in relation to young people and families 'at risk'. The Department has been a leader in this regard, working closely with young people to keep them out of the criminal justice system, and more effectively managing incidents of family violence.

In recognition of the linkages between community connectedness and improvements in community safety, there is a drive to build community capacity and individual resilience. A community-based partnership in the south of the state, with substantial input from Tasmania Police, is building an integrated support service for children experiencing difficulties with mainstream schooling. Safer Communities partnerships in Launceston and Glenorchy, incorporating government agencies, community organisations and local government, have developed a range of community safety strategies.

Participation in State-Local Government Partnership Agreements continues to provide a valuable mechanism for the agency to respond to local issues and address community safety issues in consultation with local stakeholders.

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Australian Capital Territory Government comments

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During 2002-03 ACT Policing continued the development of strategies to reduce property crime. Property crime, particularly burglary, plays an important role in shaping perceptions of public safety within the community. In recognition of increasing trends in burglary and motor vehicle theft, ACT Policing has conducted a series of major operations designed to disrupt growth in this area. Each of these operations has relied on intelligence to target recidivist offenders.

Operations including *Anchorage*, *Dilute*, *Chronicle* and *Handbrake* were all based on short to medium-term, high impact enforcement strategies. These operations required the diversion of large numbers of investigative and response personnel. Whilst each Operation was successful in disrupting the ACT's crime profile, evaluation revealed that operations of this type create significant sustainability issues in terms of the drain on human and financial resources.

During 2002-2003 a new concept was developed to address property crime at a more strategic and enduring level. *Operation Halite*, commenced in October 2002 and was designed to eliminate sustainability issues while providing persistent, strategic focus on the Territory's main offender population. Unlike earlier campaigns, *Halite* was constructed to enable a sustained, intelligence-led approach to crime reduction incorporating crime prevention techniques.

Since the commencement of *Operation Halite*, the average weekly burglary rate in the ACT has fallen from 142 offences to 99. The reduction of 31 per cent in average weekly burglary offences has overtaken the 21 per cent reduction achieved by *Operation Anchorage* which ran for four months in 2001.

Preliminary evaluation of the enforcement strategies implemented under *Halite* demonstrates a positive and enduring impact on reducing the concentration of property crime in identified problem areas. Some suburban locations which had previously experienced rates of property crime significantly higher than that in other comparable areas have been successfully targeted and have experienced significant reductions in burglary rates.

Evaluations to date reveal that the *Halite* model is highly resource efficient. The Operation's impact on the Territory's crime profile at the strategic level is out of all proportion to the number of personnel committed. The true test of *Operation Halite* will be its long-term sustainability in the context of recent increases in the supply of heroin in the ACT.

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Northern Territory Government comments

“ The Northern Territory police continue to provide a service to one of the most remote and sparsely populated regions of Australia. Despite the challenges this presents in providing a full range of services to all Territorians, the Northern Territory Police service is committed to developing partnerships with all sectors of the community with the vision to ‘improve public safety through excellent policing services to the community.’

Strategies to achieve this objective are presented in the *Northern Territory Police Business Plan 2002-2003*. This plan provides the basis for operational strategies linked to government policy on property crime and drugs. The plan also includes the *Purpose and Direction Strategy* which incorporates the vision, mission and core functions of the agency and which will guide future approaches to the continuous improvement of policing services in the Territory.

In order to assess the resource requirements which the Northern Territory Police need to achieve continuous improvement the Government set up an independent review of the service. This review led to the establishment of the *Building Our Police Force Program* which oversees the implementation of the Core Structures Review, Police Human Resource Review, Police Fire and Emergency Services College Review and the Promotional Qualifications Framework. These reviews are set within the five key project areas of Delivering Frontline Policing Services, Funding Our Resource Needs, Leading and Managing Our People, Recruiting and Retaining Staff and Conditions of Employment.

The outcome of these initiatives is the commitment to improve public safety ‘through policing services that are second to none in world’.

”

5.13 Information on sample data

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

The standard error is a measure of sampling error. It indicates the extent to which the estimate may differ from the 'true value' because only a sample was taken. If the survey is performed repeatedly, then the difference between the sample estimate and the population value will be less than one standard error approximately 68 per cent of the time. The difference will be less than two standard errors 95 per cent of the time. It will be less than three standard errors 99 per cent of the time. Another way of expressing this is to say that in 68 (95, 99) of every 100 samples, the estimate obtained from a single survey will be within one (two, three) standard errors of the 'true' value.

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

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

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

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

^a The ABS considers that only estimates with relative standard errors of 25 per cent or less are sufficiently reliable for most purposes. Estimates greater than 25 per cent are subject to sampling variability too high for most practical purposes and need to be treated with caution and viewed as merely indicative of the magnitude involved. – Nil or rounded to Zero.

Source: ACPR *National Survey of Community Satisfaction with Policing* (unpublished).

5.14 Definitions

Table 5.6 Terms

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

(Continued on next page)

Table 5.8 (Continued)

<i>Term</i>	<i>Definition</i>
Deaths in police custody and custody-related incidents	At least one of the following deaths: death of a person who was in police custody; death caused or contributed to by traumatic injuries while in custody; death of a person who was fatally injured when police officers attempted to detain that person; and/or death of a person who was fatally injured when escaping or attempting to escape from police custody.
Depreciation	Where possible, based on current asset valuation.
Driving causing death	The unlawful killing of another person, without intent to kill, as a result of culpable, dangerous, reckless or negligent driving.
Executive full time equivalent staff	Number of executive full time equivalent staff, including civilian senior executive service and sworn (chief superintendent to assistant commissioner) staff.
Full time equivalent (FTE)	The equivalent number of full time staff required to provide the same hours of work as performed by staff actually employed. A full time staff member is equivalent to a full time equivalent of one, while a part time staff member is greater than zero but less than one.
Indigenous full time equivalent staff	Number of full time equivalent staff who are identified as being of Aboriginal or Torres Strait Islander descent.
Land transport hospitalisations	Hospitalisations due to traffic accidents which are likely to have required police attendance; these may also include accidents including trains, bicycles and so on (Australian Institute of Health and Welfare).
Management full time equivalent staff	Number of management full time equivalent staff, including civilian (managers) and sworn (inspector to superintendent) staff.
Motor vehicle theft	The taking of another person's motor vehicle illegally and without permission.
Murder	The wilful killing of a person either intentionally or with reckless indifference to life.
Non-Indigenous full time equivalent staff	Number of full time equivalent staff who do not satisfy the Indigenous staff criteria.
Non-operational full time equivalent staff	Any person who does not satisfy the operational staff criteria, including functional support staff only. Functional support full time equivalent staff includes any person (sworn or unsworn) not satisfying the operational or operational support staff criteria (for example, finance, policy, research, personnel services, building and property services, transport services, and management above the level of station and shift supervisors).
Other recurrent expenditure	Maintenance and working expenses; expenditure incurred by other departments on behalf of police; expenditure on contracted police services; and other recurrent costs not elsewhere classified. Expenditure is disaggregated by service delivery area.
Other staff	All unsworn, non-civilian staff, including all auxiliary police personnel who are neither sworn officers nor strictly civilians because they are authorised to exercise statutory powers normally restricted to sworn officers. This category includes police cadets, police aides and special constables.

(Continued on next page)

Table 5.8 (Continued)

<i>Term</i>	<i>Definition</i>
Other theft	The taking of another person's property with the intention of depriving the owner of the property illegally and without permission, but without force, threat of force, use of coercive measures, deceit or having gained unlawful entry to any structure even if the intent was to commit theft.
Outcome of investigations	The stage reached by a police investigation after a period of 30 days has elapsed since the recording of the incident.
Practitioner full time equivalent staff	Number of practitioner full time equivalent staff, including civilian (administration) and sworn (constable to senior constable) staff.
Property crimes	Total recorded crimes against property, including: <ul style="list-style-type: none"> • unlawful entry with intent • motor vehicle theft • other theft.
Proportion of higher court cases resulting in guilty finding	Total number of higher court cases for which there was a finding of guilty or where the person pleads guilty, as a proportion of the total number of higher court cases. Higher court is either: <ul style="list-style-type: none"> • an intermediate court (known either as the district court or county court) that has legal powers that are intermediate between those of a court of summary jurisdiction (lower level courts) and a supreme court, and deals with the majority of cases involving serious criminal charges • a supreme court (a higher court level which deals with the most serious criminal charges and has the greatest legal powers of all the State and Territory court levels) (ABS 2003c). <p>Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven (ABS 2003c).</p>
Proportion of juvenile diversions	Total number of juvenile offenders who are diverted by police (for example, through the use of cautions, official warnings or other diversionary programs), away from the criminal justice system, as a proportion of the total number of juvenile offenders either diverted from or dealt with by the criminal justice system (that is, those who are either diverted or prosecuted), divided by the total number of juvenile offenders, or the total number of juvenile offenders diverted or dealt with by the criminal justice system.
Proportion of lower court cases resulting in guilty plea	Total number of cases (excluding committal hearings) heard before lower courts of law only, for which there was a plea of guilty, as a proportion of the total number of cases (excluding committal hearings) heard before lower courts of law only. Lower court: a court of summary jurisdiction, or lower court level (commonly referred to as magistrates' court, local court or court of petty sessions), that deals with relatively less serious charges and has the most limited legal powers of all State and Territory court levels. Such courts are presided over by a magistrate and have jurisdiction to hear trial and sentence matters relating to summary offences. Under some circumstances, this court level may also deal with the less serious indictable offences known as 'minor indictable' or 'triable either way' offences (ABS 2003c).

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Table 5.8 (Continued)

<i>Term</i>	<i>Definition</i>
	<p>Plea: a guilty plea is the formal statement by a defendant admitting culpability in relation to a criminal charge. A not guilty plea is the formal statement by a defendant denying culpability in relation to a charge (ABS 2003c).</p> <p>For the purposes of this data collection, a plea of 'not guilty' should also include 'no plea', 'plea reserved' and 'other defended plea'.</p> <p>Further, these definitions:</p> <ul style="list-style-type: none"> • exclude preliminary (committal) hearings for indictable offences dealt with by a lower court • count cases that involve multiple charges as a 'lower court case resulting in a plea of guilty' if a plea of guilty has resulted for at least one of those charges.
Real expenditure	Actual expenditure adjusted for changes in prices, using the GDP(E) price deflator, and expressed in terms of final year prices.
Recorded crime	Crimes reported to (or detected) and recorded by police.
Registered vehicles	Total registered motor vehicles, including motorcycles.
Reporting rate	The proportion of crime victims who told police about the last crime incident of which they were the victim, as measured through a crime victimisation survey.
Revenue from own sources	Revenue from activities undertaken by police, including revenue from the sale of stores, plant and vehicles; donations and industry contributions; user charges; and other revenue (excluding fine revenue and revenue from the issuing of firearm licenses). Revenue is disaggregated by service delivery area.
Road deaths	Fatal road injury accidents as defined by the Australian Transport Safety Bureau.
Robbery	The unlawful taking of property from the immediate possession, control, custody or care of a person, with the intent to permanently deprive the owner of the property accompanied by the use, and/or threatened use of immediate force or violence.
Salaries and payments in the nature of salary	<p>Includes:</p> <ul style="list-style-type: none"> • base salary package • motor vehicle expenses that are part of employer fringe benefits • superannuation, early retirement schemes and payments to pension schemes (employer contributions) • workers compensation (full cost) including premiums, levies, bills, legal fees • higher duty allowances (actual amounts paid) • overtime (actual amounts paid) • actual termination and long service leave • actual annual leave • actual sick leave • actual maternity/paternity leave • fringe benefits tax paid • fringe benefits provided (for example, school fee salary sacrifice at cost to the government, car parking, duress alarms, telephone account reimbursements, 'gold passes', other salary sacrifice benefits,

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Table 5.8 (Continued)

<i>Term</i>	<i>Definition</i>
	frequent flier benefits, overtime meals provided, and any other components that are not part of a salary package)
	<ul style="list-style-type: none"> • payroll tax.
	These are disaggregated by service delivery area.
Senior executive full time equivalent staff	Number of senior executive full time equivalent staff, including civilian (top senior executive service) and sworn (commissioner, deputy commissioner and equivalent civilian executives) staff.
Service delivery areas	The core areas of police work. Four service delivery areas are identified for the purposes of this Report: <ul style="list-style-type: none"> • community safety and support • crime investigation • road safety and traffic management • services to the judicial process. <p>A fifth service delivery area ('other' or 'other services') was identified to account for those unique functions of jurisdictions that were not directly associated with the aforementioned areas.</p> <p>While this is an attempt to identify common areas of core service delivery, their exact formats do not neatly fit with any jurisdiction or with how the jurisdictions measure or plan for performance.</p>
Sexual assault	Physical contact of a sexual nature directed toward another person where that person does not give consent, that person gives consent as a result of intimidation or fraud, or consent is proscribed (that is, the person is legally deemed incapable of giving consent as a result of youth, temporary/permanent (mental) incapacity or a familial relationship). Includes rape, attempted rape, indecent assault and assault with intent to commit sexual assault. Excludes sexual harassment not leading to assault.
Supervisory full time equivalent staff	Number of supervisory full time equivalent staff, including civilian (team leaders) and sworn (sergeant to senior sergeant) staff.
Sworn staff	Sworn police staff recognised under each jurisdiction's Police Act.
Total capital expenditure	Total expenditure on the purchase of new or second hand capital assets, and expenditure on significant repairs or additions to assets that add to the assets' service potential or service life.
Total expenditure	Total capital expenditure plus total recurrent expenditure (less revenue from own sources).
Total FTE staff	Operational staff and non-operational staff, including full time equivalent staff on paid leave or absence from duty (including secondment and training), as measured using absolute numbers for the whole reporting period.
Total number of staff	Full time equivalent staff directly employed on an annual basis (excluding labour contracted out).
Total recurrent expenditure	Includes: <ul style="list-style-type: none"> • salaries and payments in the nature of salary • other recurrent expenditure • depreciation • less revenue from own sources.
Unarmed robbery	Robbery conducted without the use (actual or implied) of a weapon.

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Table 5.8 (Continued)

<i>Term</i>	<i>Definition</i>
Unavailable full time equivalent staff	Any full time equivalent category where the individual is on paid leave or absent from duty (including secondment and training), as measured using the average staffing level for the whole reporting period.
Unlawful entry with intent — involving the taking of property	The unlawful entry of a structure with intent to commit an offence resulting in the taking of property from the structure, where the entry is either forced or unforced. Includes burglary and break and enter offences. Excludes trespass or lawful entry with intent.
Unlawful entry with intent — other	The unlawful entry of a structure with intent to commit an offence, but which does not result in the taking of property from the structure, where the entry is either forced or unforced. Excludes trespass or lawful entry with intent.
Value of physical assets — buildings and fittings	The value of buildings and fittings under direct control of police.
Value of physical assets — land	The value of land under direct control of police.
Value of physical assets — other	The value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police.

Source: ABS 2003a (for those definitions related to recorded crime).

5.15 References

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- 2003b, *Crime and Safety, Australia 2002*, Cat. no. 4509.0, Canberra.
- 2003c, *Criminal Courts 2001-02, Australia*, Cat. no. 4513.0, Canberra.
- 2003d, *Motor Vehicle Census 2002, Australia*, Cat. no. 9309.0, Canberra.
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