6   Police services

CONTENTS

> **Attachment tables**
>
> Attachment tables are identified in references throughout this chapter by an 'A' suffix (for example, table 6A.3). A full list of attachment tables is provided at the end of this chapter, and the attachment tables are available on the CD-ROM enclosed with the Report or from the Review website at <www.pc.gov.au/gsp>.

This chapter reports on the performance of police services. These services comprise the operations of the police agencies of each State and Territory government. The national policing function of the Australian Federal Police (AFP) and other national

non-police law enforcement bodies (such as the Australian Crime Commission) are not included in this Report.

Performance is reported against four activity areas (community safety, crime, road safety and judicial services). The main efficiency indicator, expenditure on police services per person, combines all the activity areas.

It should be noted that the use of the term 'offender' in this chapter refers to a person who is alleged to have committed an offence and is not the same as the definition used in chapter 8 ('Corrective services'), where the term 'offender' refers to a person who has been convicted of an offence and is subject to a correctional sentence.

6.1 Profile of police services

Service overview

Police services are the principal means through which State and Territory governments pursue the achievement of a safe and secure environment for the community. This is through the investigation of criminal offences, response to life threatening situations, provision of services to the judicial process and provision of road safety and traffic management. Police services also respond to more general needs in the community — for example, assisting emergency management, mediating family and neighbourhood disputes, delivering messages regarding death or serious illness, and advising on general policing and crime issues. Additionally, police are involved in various activities which aim to improve public safety and prevent crime.

Roles and responsibilities

Policing services are predominantly the responsibility of State and Territory government agencies. They include the ACT community policing function performed by the AFP under an arrangement between the Minister for Justice and Customs of the Commonwealth and the ACT for the provision of police services to the ACT. This occurs through a strategic partnership with the ACT Government, underpinned by a detailed purchaser/provider agreement. The Australian Government is responsible for the AFP.

Although each jurisdiction's police service is autonomous, there is significant cooperation through bilateral arrangements, common national police services and the *Ministerial Council for Police and Emergency Management — Police* (formerly the *Australasian Police Ministers' Council*). The majority of common police services are grouped under the Australia and New Zealand Police Advisory Agency (ANZPAA), the Australian Institute of Police Management and CrimTrac.

## Size and scope of sector

Client groups

Broadly, the whole community is a 'client' of the police. Police services aim to provide individuals with protection, help and reassurance, and everyone is required to comply with the law. Some members of the community, who have more direct dealings with the police, can be considered specific client groups, 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 *National Survey of Community Satisfaction with Policing* (NSCSP) indicated that, in 2008-09, 59.0 per cent of people nationally had experienced some form of 'business' contact with police in the previous 12 months (figure 6.1).

Figure 6.1 **Police contact in the past 12 months, 2008-09ᵃ**
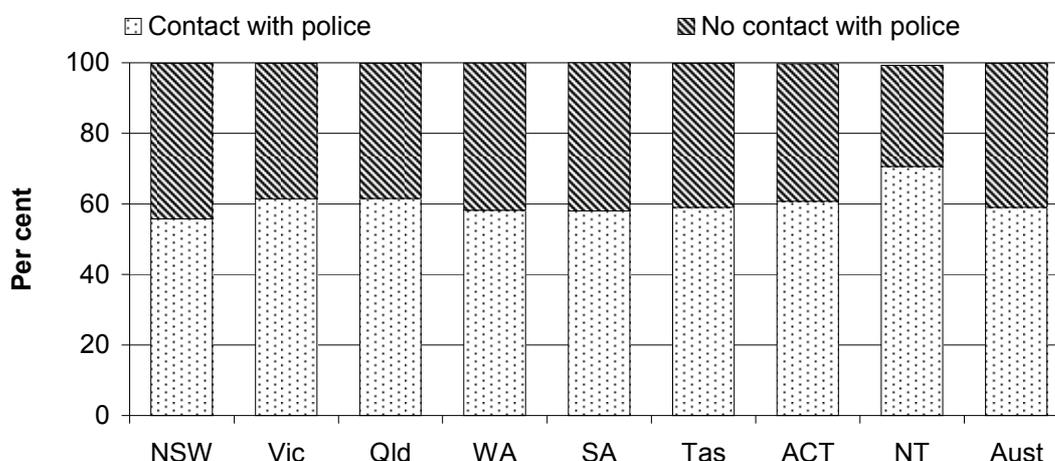
a Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

*Source*: Australia and New Zealand Police Advisory Agency (ANZPAA) (unpublished); table 6A.13.

Staffing

Police officers exercise police powers, including the power to arrest, summons, caution, detain, fingerprint and search. Specialised activities may be outsourced or undertaken by administrative (unsworn) staff. This 'civilianisation' of police services has three key objectives:

- to reduce the involvement of sworn police staff in duties that do not require police powers (for example, administrative work, investigation support and intelligence analysis)

- to manage the increasing need for specialist skills more effectively

- to reduce costs.

An operational police staff member is any member whose primary duty is the delivery of police or police-related services to an external client (where an external client predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments). Approximately 84.3 per cent of police staff were operational in Australia in 2008-09 (figure 6.2).

Figure 6.2 **Police staff, by operational status, 2008-09[a, b]**
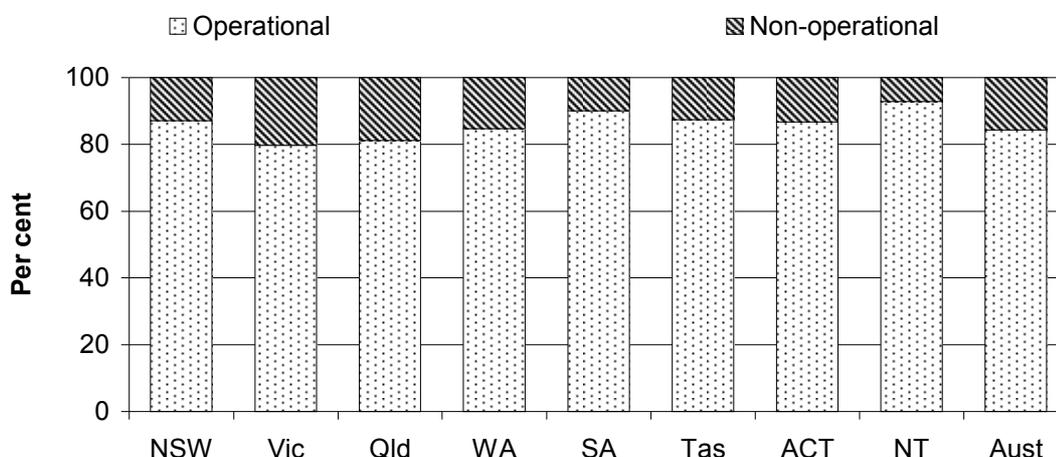
a Data are FTE staff except for the NT where data are based on a head count. **b** For the NT, police officers include police auxiliaries and Aboriginal community police officers.

Source: State and Territory governments (unpublished); table 6A.11.

Nationally, there was a total of 64 315 operational and non-operational staff in 2008-09 (table 6.1). Nationally, on average, there were 250 operational police staff per 100 000 people (figure 6.3). The number of staff per 100 000 people varies across jurisdictions, in part, due to differing operating environments.

Figure 6.3 **Police staff per 100 000 people, 2008-09[a, b]**
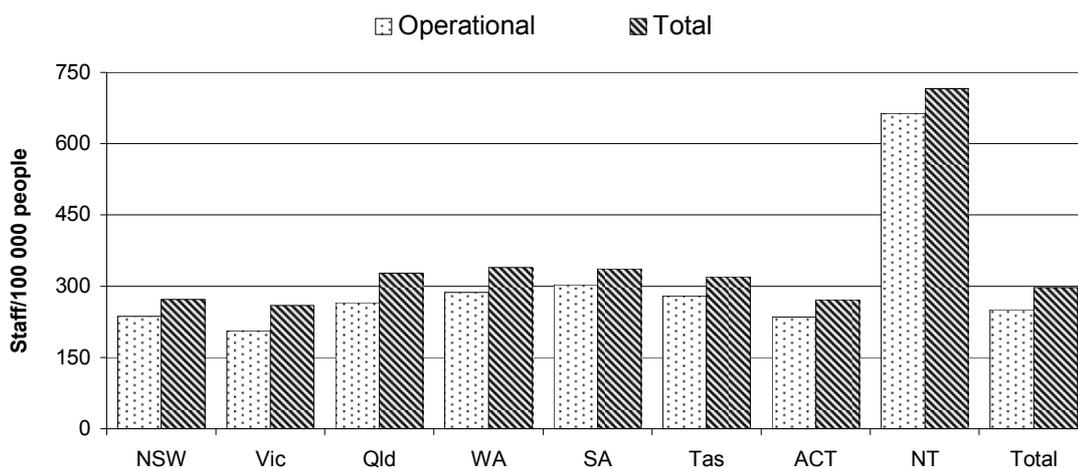
a Police staff attributed to the national policing function of the AFP are excluded from these data. **b** Data are FTE staff except for the NT where data are based on a head count.

Source: State and Territory governments (unpublished); table 6.1 and AA.2.

Table 6.1   **Police staff per 100 000 population, 2008-09[a, b]**

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Total
Police staff numbers									
Operational	16 677	11 074	11 543	6 324	4 885	1 399	819	1 472	54 193
Total	19 153	13 901	14 222	7 474	5 431	1 602	945	1 587	64 315
Population numbers									
Estimates at 31 December 2008 (100 000s)	70.41	53.65	43.50	22.04	16.12	5.00	3.48	2.22	216.44
Police staff numbers per 100 000 population									
Operational	237	206	265	287	303	280	235	664	250
Total	272	259	327	339	337	320	272	716	297

a Police staff attributed to the national policing function of the AFP are excluded from these data. **b** Data are FTE staff except for the NT where data are based on a head count.

Source: State and Territory governments (unpublished); tables 6A.1 to 6A.8 and AA.2.

6.2   Framework of performance indicators

Performance can be defined in terms of how well a service meets its objectives, given its operating environment. Performance indicators focus on outcomes and/or outputs aimed at meeting common, agreed objectives. The Steering Committee has identified four objectives of police services for the purposes of this Report (box 6.1).

Box 6.1   **Objectives for police services**

The key objectives for police services are:

- to allow people to undertake their lawful pursuits confidently and safely (reported in section 6.4, community safety)

- to bring to justice those people responsible for committing an offence (reported in section 6.5, crime)

- to promote safer behaviour on roads (reported in section 6.6, road safety)

- to support the judicial process to achieve efficient and effective court case management and judicial processing, providing safe custody for alleged offenders, and ensuring fair and equitable treatment of both victims and alleged offenders (reported in section 6.7, judicial services).

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


The general performance framework for police services illustrates the content of the police services chapter (figure 6.4). The results reported in this chapter need to be considered in conjunction with data on demographic and geographic differences (see appendix A) and with other available information on jurisdiction-specific characteristics.

Indicators relevant to all police services are discussed in section 6.3. These include:

- the 'equity' output indicators 'indigenous staffing' and 'police staff by gender'
- the 'effectiveness' output indicator 'complaints'
- the 'efficiency' measure ('dollars per person')

Other indicators are discussed under the activity areas 'Community safety', 'Crime', 'Road safety' and 'Judicial services' in sections 6.4, 6.5, 6.6 and 6.7, respectively.

Figure 6.4 **General performance framework for the police services sector**
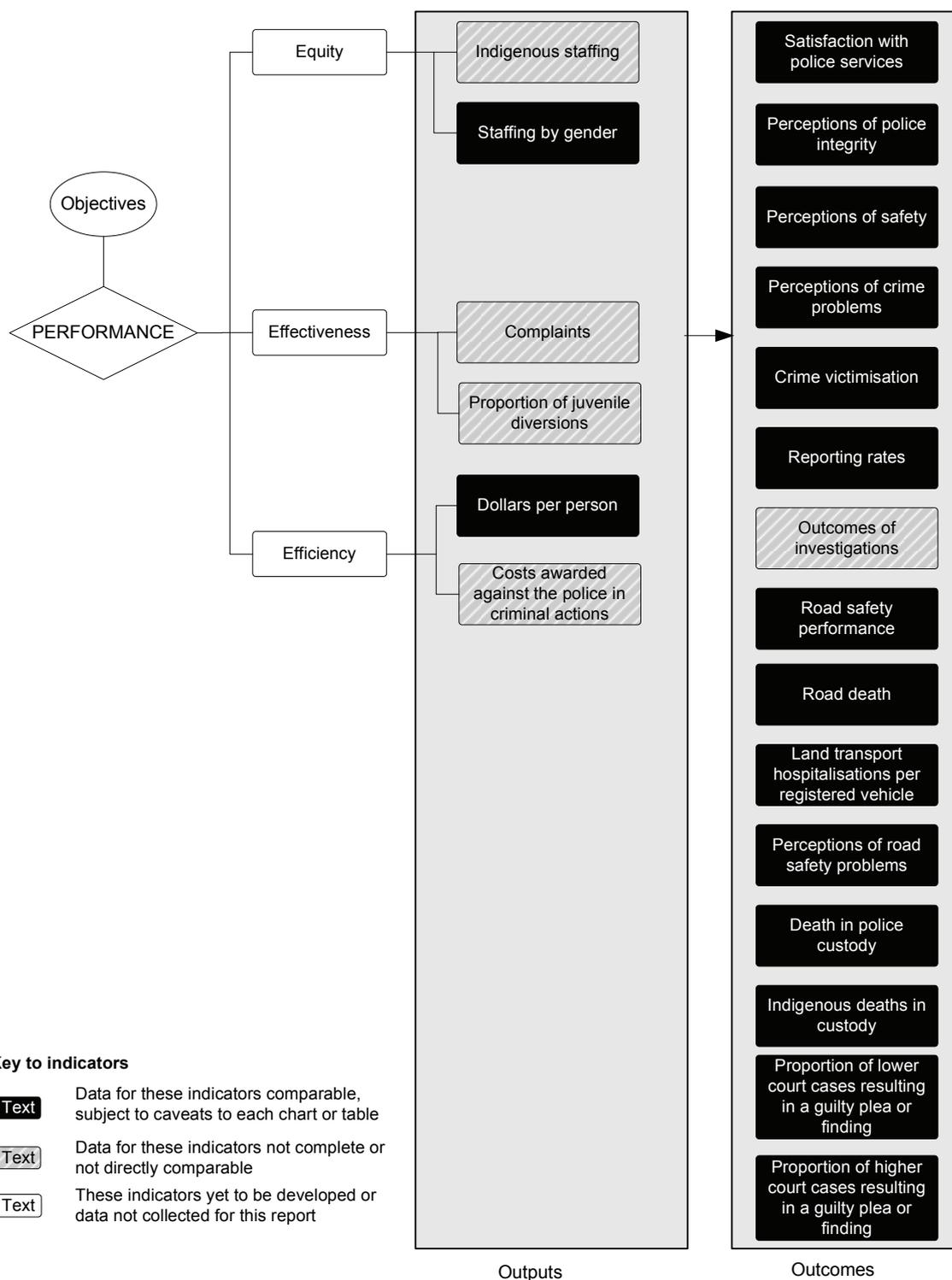
Key to indicators

	Data for these indicators comparable, subject to caveats to each chart or table
Text (black)	
Text (hatched)	Data for these indicators not complete or not directly comparable
Text (white)	These indicators yet to be developed or data not collected for this report

6.3 Indicators relevant to all police services

The performance indicator framework identifies the principal police activity areas. Within this context, certain indicators of police performance are not specific to any one particular area, but are relevant for all. These indicators include 'dollars per person', 'satisfaction with police services', 'perceptions of police integrity', 'complaints', 'indigenous staffing' and 'police staff by gender'.

Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

Efficiency

Dollars per person

'Dollars per person' is an indicator of the efficiency of governments in delivering police services (box 6.2). Variations in policies, socioeconomic factors and geographic/demographic characteristics affect expenditure per person for police services in each jurisdiction. The scope of activities undertaken by police services also varies across jurisdictions.

Box 6.2 **Dollars per person**

'Dollars per person' is defined as expenditure (adjusted for inflation) on policing per person.

All else being equal, a decrease in expenditure per person represents an improvement in efficiency. However, care must be taken because efficiency data are difficult to interpret. Although high or increasing expenditure per person might reflect deteriorating efficiency, it might also reflect aspects of the service or characteristics of the policing environment (such as more effective policing or more challenging crime and safety situations). Similarly, low expenditure per person may reflect more desirable efficiency outcomes or lower quality (less intensive policing) or less challenging crime and safety situations.

Efficiency indicators thus need to be interpreted within the context of the effectiveness and equity indicators, to derive an holistic view of performance.

Data reported for this indicator are comparable.

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 $7.68 billion (or $355 per person) in 2008-09 (figure 6.5).

Figure 6.5 **Real recurrent expenditure per person (less revenue from own sources and payroll tax) on police services (2008-09 dollars)[a, b, c]**
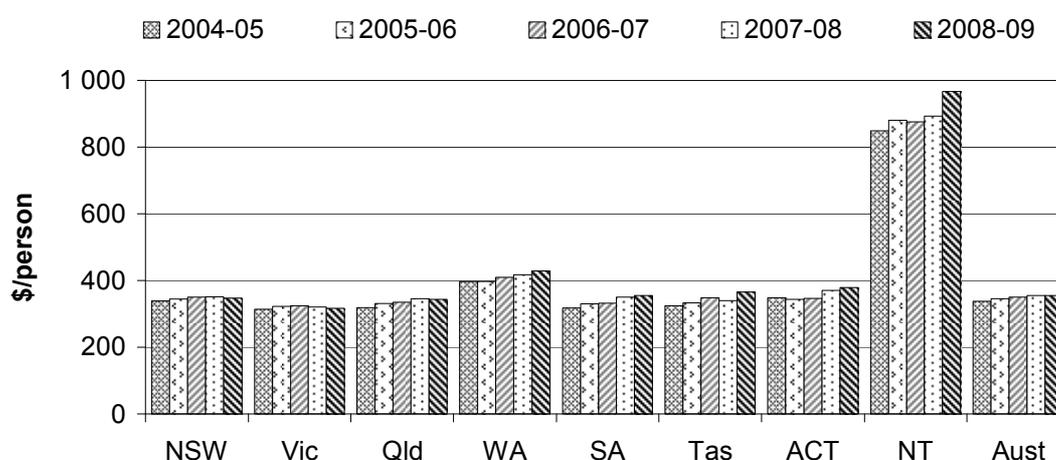
a Revenue from own sources includes user charges and other types of revenue (for example, revenue from sale of stores and plant). It excludes fine revenue, money received as a result of warrant execution, and revenue from the issuing of firearm licences. **b** Real expenditure based on the ABS gross domestic product price deflator (2008-09 = 100) (table AA.26). **c** Historical data may differ from those in previous Reports because population data have been revised using Final Rebased Estimated Resident Population (ERP) data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2008 is used as the denominator for 2008-09.

Source: State and Territory governments (unpublished); tables 6A.10 and AA.2.

Most jurisdictions increased their real expenditure in absolute terms over the past 12 months. In that time, most jurisdictions also increased their expenditure per head of population (figure 6.5). Nationally, real recurrent expenditure on police services per person has increased by an average of 1.3 per cent each year between 2004-05 and 2008-09 (table 6A.10).

Capital costs (including depreciation and the user cost of capital) for each jurisdiction are contained in tables 6A.1–8.

Equity — access

This section focuses on the performance of mainstream police services in relation to Indigenous Australians and females.

Indigenous staffing

This section focuses on the performance of mainstream police services in relation to Indigenous Australians. One indicator of access and equity is 'Indigenous staffing' — that is, the proportion of police staff from Indigenous backgrounds relative to the proportion of the general population who are from Indigenous backgrounds (box 6.3). Indigenous people may feel more comfortable in 'accessing' police services when they are able to deal with Indigenous police staff.

Box 6.3   Indigenous staffing

'Indigenous staffing' is defined as the proportion of police staff (operational plus non-operational) from indigenous backgrounds compared to the proportion of the general population aged 20–64 years who are from indigenous backgrounds. These data are used because a significantly larger proportion of the indigenous population falls within the younger non-working age groupings compared with the non-indigenous population. Readily available ABS population projections of people aged 20–64 years provide a proxy for the estimated working population.

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

The process of identifying indigenous staff members generally relies on self-identification as being Aboriginal and/or Torres Strait Islander. Where indigenous people are asked to identify themselves, 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. In addition, many factors will influence the willingness of indigenous people to access police services, including familiarity with procedures for dealing with police and confidence in the effectiveness of police services.

Data reported for this indicator are not complete and not directly comparable.

The proportion of indigenous police staff in 2008-09 was similar to the representation of indigenous people in the population aged 20–64 years for most jurisdictions (figure 6.6).

Figure 6.6 **Proportions of indigenous staff in 2008-09 and indigenous population aged 20–64 years**[a, b, c, d]

Legend: ⊡ Indigenous staff   ▨ Indigenous people aged 20-64 years
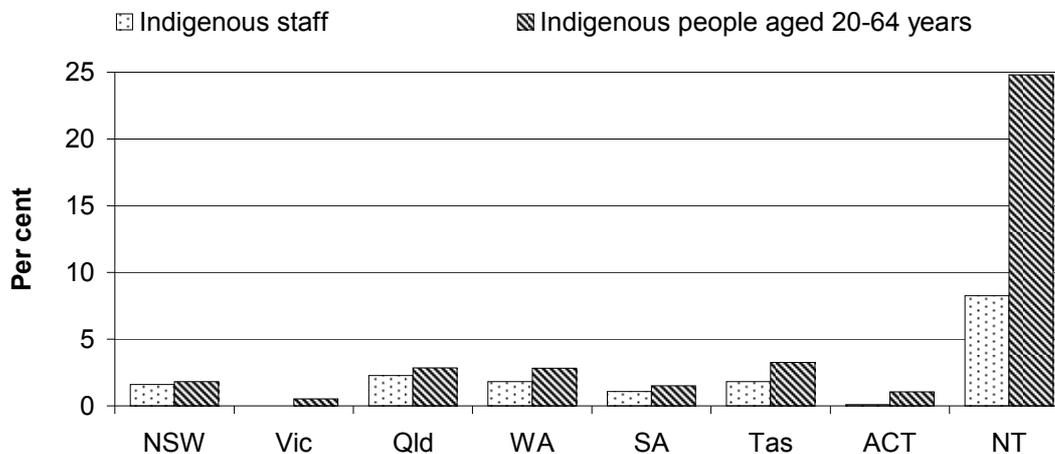
a Indigenous staff numbers relate to those staff who self-identify as being of Aboriginal and/or Torres Strait Islander descent. Indigenous staff are reported as the sum of both the operational and non-operational categories. **b** Information on indigenous status is collected only at the time of recruitment. **c** Indigenous and non-indigenous staff were unable to be separated in Victoria. **d** Data are FTE staff except for the NT where data are based on a head count.

Source: ABS (2009) *Experimental Estimates and Projections, Indigenous population aged 20–64 years* Cat. no. 3238.0 (Series B); State and Territory governments (unpublished); table 6A.19.

Staffing by gender

'Staffing by gender' is an indicator of governments' objective to provide police services in an equitable manner (box 6.4). Women may feel more comfortable in 'accessing' police services in certain situations when they are able to deal with female police staff.


Box 6.4   **Staffing by gender**

'Police staffing by gender' is defined as the number of female police staff (sworn and unsworn) divided by the total number of police staff.

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

Data reported for this indicator are comparable.

Nationally, 32.2 per cent of police staff were female in 2008-09 (figure 6.7). The proportion of female police staff increased from 2004-05 to 2008-09 (from 29.9 per cent to 32.2 per cent of staff). The proportion of female police staff increased over this period in most jurisdictions (figure 6.7).

Figure 6.7   **Female police staffa**
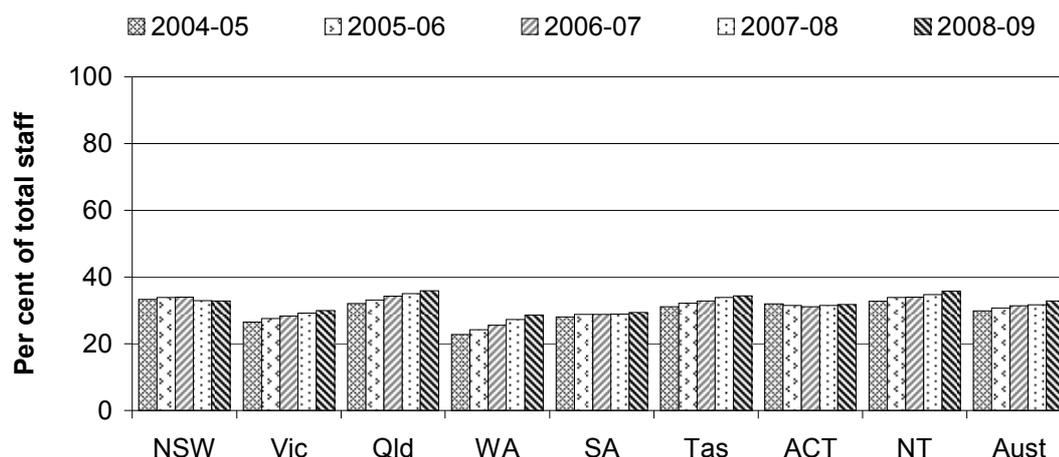
a Data are FTE staff except for NSW (for 2003-04 to 2006-07) and the NT where data are based on a head count.

Source: State and Territory governments (unpublished); table 6A.20.

Effectiveness

Complaints

Police services across Australia encourage and foster a code of customer service that provides for openness and accountability (box 6.5). Complaints made against police reflect a range of issues relating to service delivery. Complaints of a more serious nature are overseen by relevant external review bodies, such as the ombudsman, the director of public prosecutions or integrity boards in each jurisdiction.

Box 6.5 **Complaints**

'Complaints' is defined as the number of complaints per 100 000 people. It comprises complaints made by members of the public against police.

An increase in complaints does not necessarily indicate a lack of confidence in police. Rather, it may indicate greater confidence in complaints resolution. It is desirable to monitor changes in the reported rate of complaints against police to identify reasons for such changes and use this information to improve the manner in which police services are delivered. The complaints trend is presented using a base value of 100 for a three year average for the period 2004-05 to 2006-07 and displaying the variation up or down thereafter.

Rates of complaints against police will be influenced by factors such as familiarity with, effectiveness of and confidence in complaint handling procedures, as well as the definition of 'complaint' applicable to that jurisdiction.

The underlying data on the number of complaints are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions.

Definitions of what constitutes a 'complaint against police' can differ between jurisdictions. Therefore, complaints data are presented as an index in figure 6.8 to provide a picture of trends over time for each jurisdiction. The trend in the number of complaints against the police per 100 000 people varied across jurisdictions.

Figure 6.8   **Complaints per 100 000 people**a, b, c, d

legend: ⊠ 2004-05 to 2006-07   ⊡ 2007-08   ⊠ 2008-09
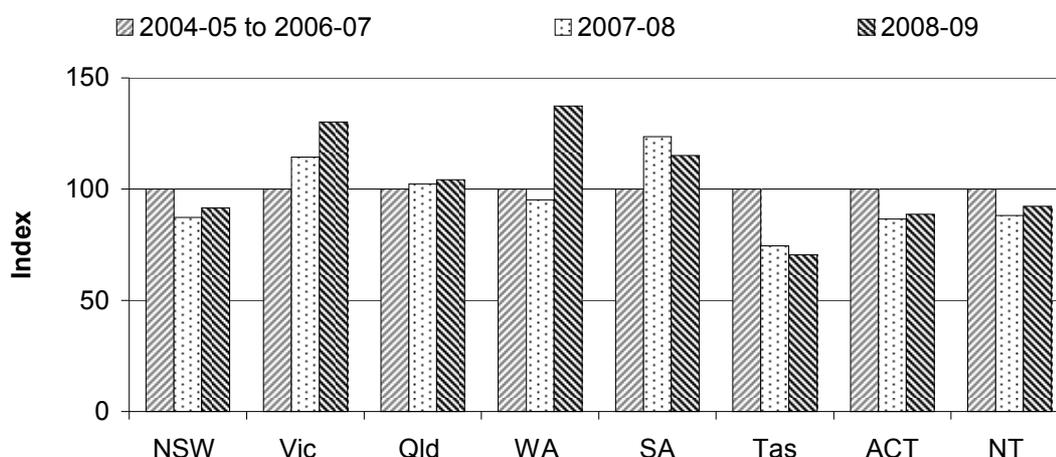
a The underlying data on the number of complaints are not comparable across jurisdictions. Data can be used only to view trends over time within jurisdictions. **b** For WA, the number of complaints recorded can vary due to the back-capture of previously unreported complaints of a minor nature that are resolved at the local level. The increase in complaints in 2008-09 over the previous year is due to improved data capture practices with respect to Police Complaints Administration Centre Information files. **c** Queensland data from 2004-05 to 2007-08 has been revised due to the retrospective capture of some complaints impacted by changes in QPS statistical reporting and to align with the RoGS data dictionary. **d** Base three-year average: 2004-05 to 2006-07 = 100.

Source: State and Territory governments (unpublished); table 6A.18.

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

This section provides information from the National Survey of Community Satisfaction with Policing (NSCSP) amongst other sources. 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 crime and safety problems in the community and local area, and reviews aspects of driving behaviour.

Satisfaction with police services

'Satisfaction with police services' is an indicator of how well police are perceived to perform their duties (box 6.6).

| Box 6.6 | **Satisfaction with police services** |

'Satisfaction with police services' is defined as the proportion of people who were 'satisfied' or 'very satisfied' with police services. Results are reported for people aged 15 years and over.

A high or increasing proportion of people who were 'satisfied' or 'very satisfied' is desirable.

Client satisfaction is a widely accepted measure of service quality. Public perceptions may not reflect actual levels of police performance, because many factors — including individual experiences, hearsay and media reporting — may influence people's satisfaction with police services.

Data reported for this indicator are comparable.

In terms of general satisfaction, nationally, the majority of people (66.4 per cent) were 'satisfied' or 'very satisfied' with the services provided by police in 2008-09, remaining relatively steady from 2007-08 (figure 6.9).

Figure 6.9 **People who were 'satisfied' or 'very satisfied' with police services[a, b]**
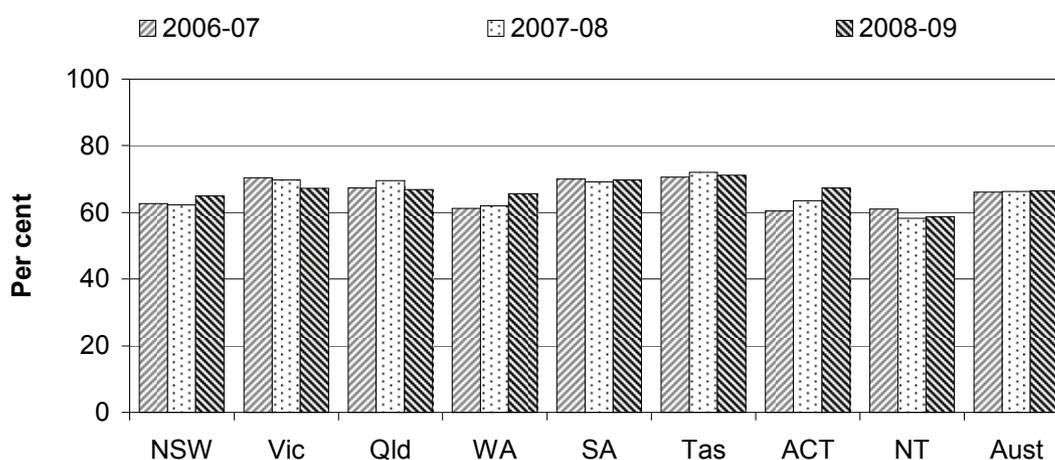
a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.12.

Of those people who had contact with police in 2008-09, 80.9 per cent nationally were 'satisfied' or 'very satisfied' with the service they received during their most recent contact compared with 80.1 per cent in 2007-08. At the national level, this is a statistically significant increase.

Results across jurisdictions and over time are presented in figure 6.10. As is common with surveys of service performance, higher ratings are achieved by police in all jurisdictions when people are questioned about specific instances of service rather than general impressions.

Figure 6.10 **People who were 'satisfied' or 'very satisfied' with police in their most recent contact[a, b]**
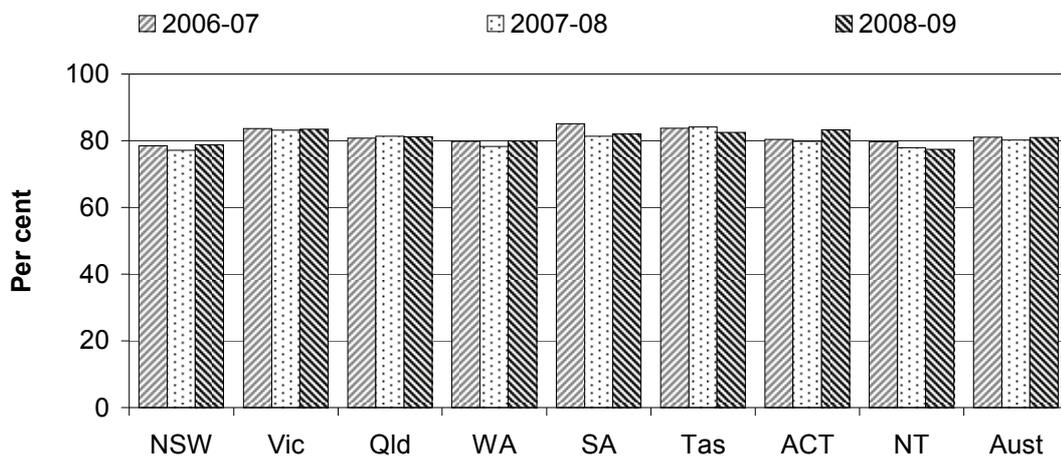
a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.14.

Perceptions of police integrity

Public 'perceptions of police integrity' provide a measure of perceived integrity and professionalism (box 6.7).

Box 6.7   **Perceptions of police integrity**

'Perceptions of police integrity' is defined by three separate measures:

- the proportion of people who 'agreed' or 'strongly agreed' that police treat people fairly and equally

- the proportion of people who 'agreed' or 'strongly agreed' that police perform the job professionally

- the proportion of people who 'agreed' or 'strongly agreed' that most police are honest.

A higher proportion of people who 'agreed' or 'strongly agreed' with these statements is desirable.

Public perceptions might not reflect actual levels of police integrity, because many factors, including hearsay and media reporting, might influence people's perceptions of police integrity.

Data reported for this indicator are comparable.

In 2008-09, 67.5 per cent of people nationally 'agreed' or 'strongly agreed' that police treat people 'fairly and equally', compared with 66.8 per cent in 2007-08 (figure 6.11).

Figure 6.11 **People who 'agreed' or 'strongly agreed' that police treat people fairly and equally[a, b]**
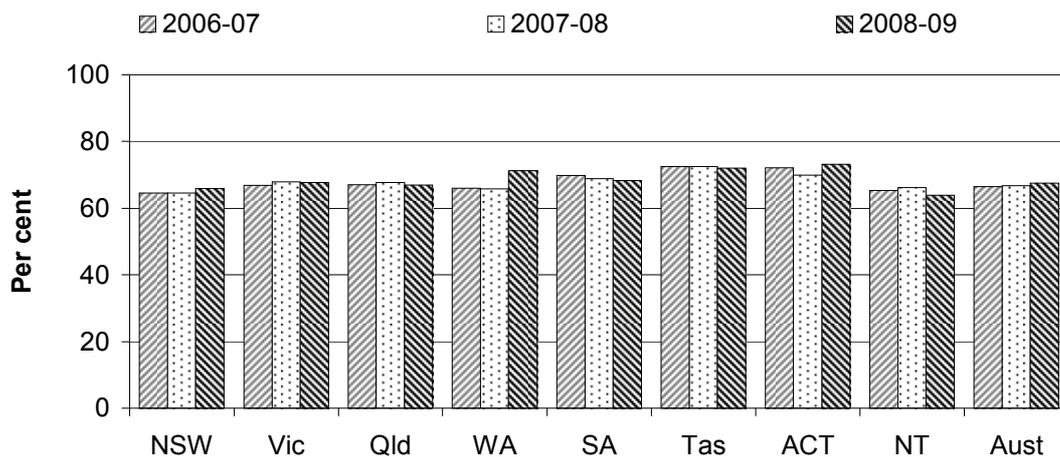
a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.16.

Nationally, 80.5 per cent of people 'agreed' or 'strongly agreed' in 2008-09 that police perform the job 'professionally', compared with the 2007-08 result of 79.4 per cent (figure 6.12). At the national level, this is a statistically significant increase.

Figure 6.12 **People who 'agreed' or 'strongly agreed' that police perform the job professionally[a, b]**
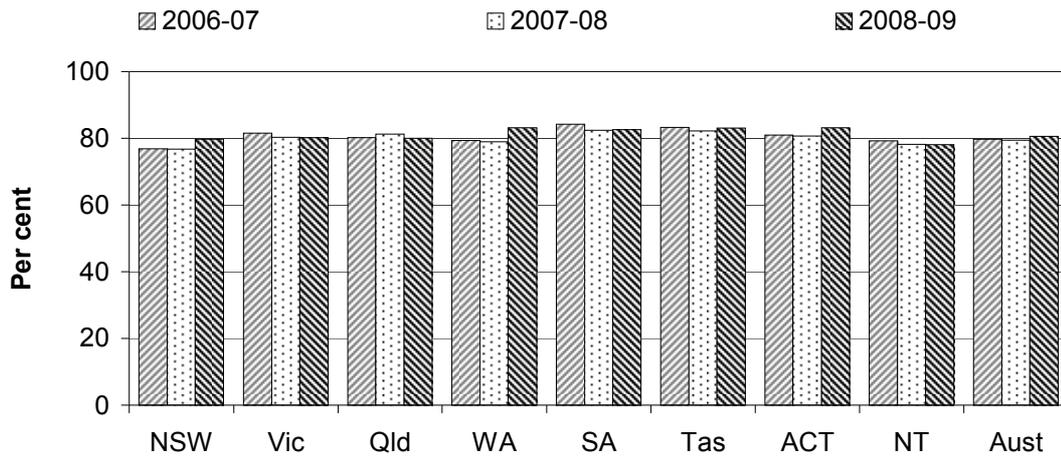
a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.15.

Police integrity is another important element of police services' performance. This can be judged to some extent by the public perception of police honesty.

Nationally, 77.1 per cent of people 'agreed' or 'strongly agreed' in 2008-09 that most police are 'honest', the same as in 2007-08 (figure 6.13).

Figure 6.13 **People who 'agreed' or 'strongly agreed' that most police are honest[a, b]**
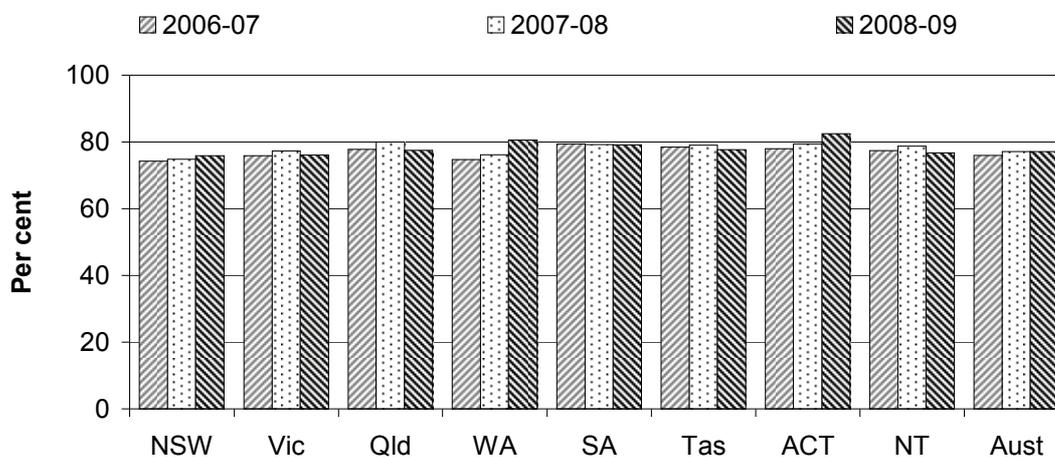

a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.17.

6.4 Community safety

This section reviews the role of police in preserving public order and promoting a safer community. Activities typically include:

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

Police performance in undertaking these activities is measured using a suite of indicators that incorporates information on community perceptions data. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Key community safety performance indicator results

Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

Equity — access

The Steering Committee has identified equity and access for community safety as an area for development in future Reports.

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

Perceptions of safety

An important objective of police services is to reassure the public by ensuring the community feels safe in public and private (box 6.8).

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Box 6.8   **Perceptions of safety**

'Perceptions of safety' is defined by two separate measures:

- the proportion of people who felt 'safe' or 'very safe' at home

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

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

Perceptions of safety might not reflect reported crime, as reported crime might understate actual crime, and many factors (including media reporting and hearsay) might affect public perceptions of crime levels and safety.

Perceptions of safety on public transport might be influenced by the mix (that is, trains, buses, ferries and trams) of public transport in each jurisdiction

Data reported for this indicator are comparable.

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Nationally, 93.2 per cent of people felt 'safe' or 'very safe' at home alone during the day in 2008-09. Nationally, 84.3 per cent of people felt 'safe' or 'very safe' at home alone during the night in 2008-09 (figure 6.14).

## Figure 6.14 **Perceptions of safety at home alone[a, b]**

(a) Proportion who felt 'safe' or 'very safe' at home alone during the day
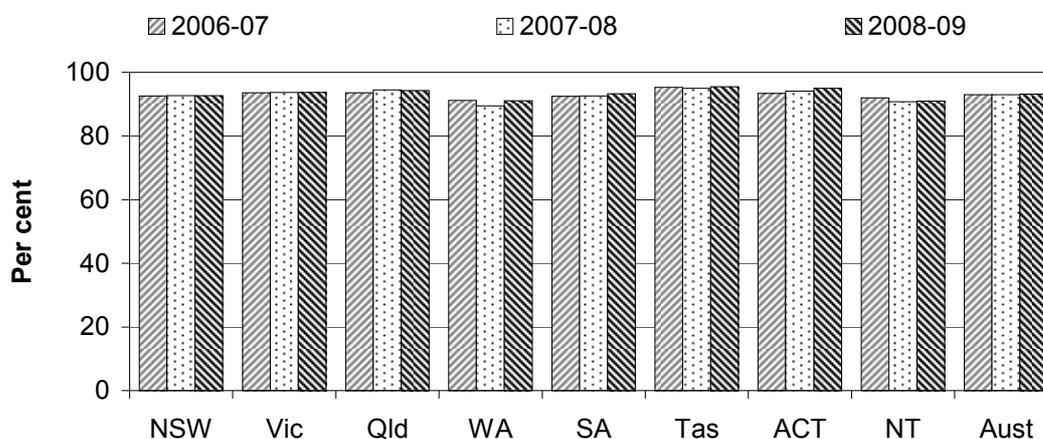
(b) Proportion who felt 'safe' or 'very safe' at home alone during the night
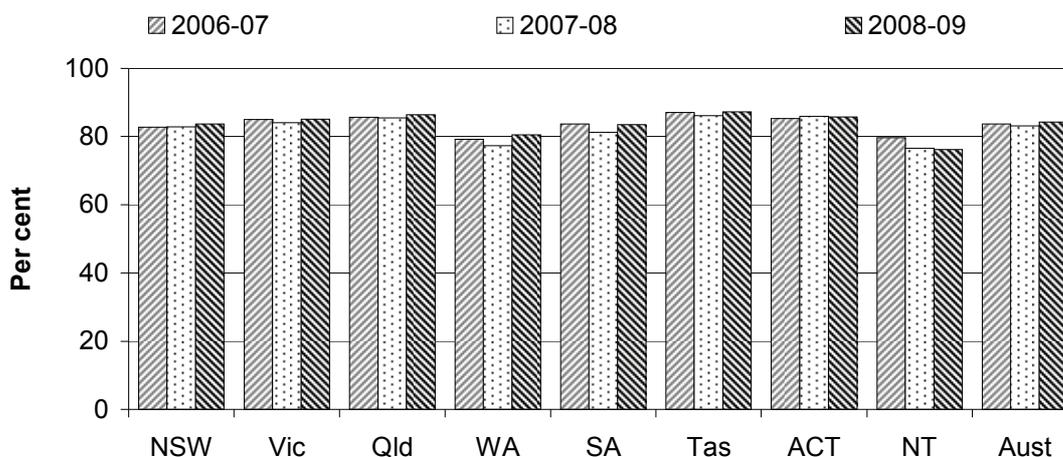
a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error.

Source: ANZPAA (unpublished); table 6A.21.

Nationally, 90.2 per cent of people felt 'safe' or 'very safe' when walking or jogging locally during the day in 2008-09 (table 6A.22) and 59.6 per cent of people felt 'safe' or 'very safe' when walking or jogging locally during the night in 2008-09. These results are relatively stable from 2007-08 (figure 6.15).

Nationally, 65.7 per cent of people felt 'safe' or 'very safe' when travelling on public transport during the day (remaining relatively stable from 2007-08) (table 6A.23) and 30.9 per cent of people felt 'safe' or 'very safe' when travelling

on public transport during the night in 2008-09 (remaining relatively stable from 2007-08) (figure 6.15).

Figure 6.15 **Perceptions of safety in public places during the night[a, b, c, d]**
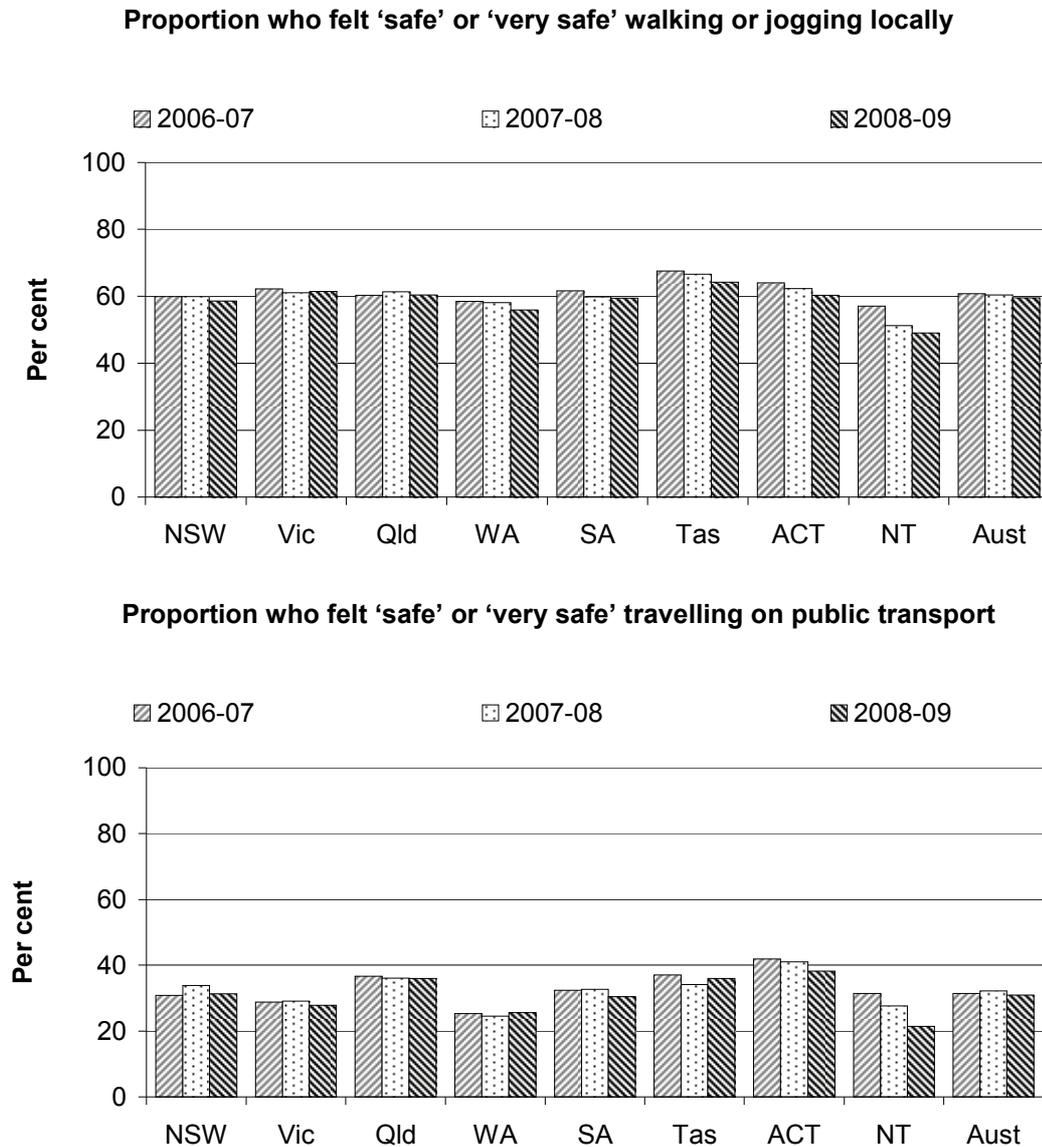
Proportion who felt 'safe' or 'very safe' walking or jogging locally

Proportion who felt 'safe' or 'very safe' travelling on public transport

a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8. **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. **d** Unlike other jurisdictions, Tasmania, the NT and the ACT do not operate a suburban train network and rely on buses as the primary means of public transportation.

Source: ANZPAA (unpublished); tables 6A.22 and 6A.23.

Perceptions of crime problems

'Perceptions of crime problems' is an indicator of how safe the members of the community feel in public and private (box 6.9).

Box 6.9   **Perceptions of crime problems**

'Perceptions of crime problems' is defined as the proportion of people who considered that various types of crime were a 'major problem' or 'somewhat of a problem' in their neighbourhood.

A lower proportion of people who felt the selected types of crime were a 'major problem' or 'somewhat of a problem' in their neighbourhood, is a desirable outcome.

Care needs to be taken in interpreting data on perceptions of crime, because reducing people's concerns about crime and reducing the actual level of crime are two separate, but related challenges. 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.

Data reported for this indicator are comparable.

The following major areas of concern were identified by people in relation to crime problems in their neighbourhood:

- Poor driver behaviour — nationally, 74.5 per cent of people believed poor driver behaviour to be a 'major problem' or 'somewhat a problem' in 2008-09 (little changed from 73.9 in 2007-08) (figure 6.16a, table 6A.26).

- Housebreaking — nationally, 56.9 per cent of people believed housebreaking to be a 'major problem' or 'somewhat a problem' in 2008-09 (little changed from 57.9 per cent in 2007-08) (figure 6.16b, table 6A.25).

- Illegal drugs — nationally, 52.1 per cent of people believed illegal drugs to be a 'major problem' or 'somewhat a problem' in 2008-09 (down from 59.2 per cent in 2007-08) (figure 6.16c, table 6A.25).

- Motor vehicle theft — nationally, 44.6 per cent of people believed motor vehicle theft to be a 'major problem' or 'somewhat a problem' in 2008-09 (down from 46.5 per cent in 2007–08) (figure 6.16d, table 6A.25).

- Physical assault in a public place — nationally, 39.3 per cent of people believed physical assault to be a 'major problem' or 'somewhat a problem' in 2008-09 (down from 42.8 per cent in 2007-08) (figure 6.16e, table 6A.24).

- Family violence — nationally, 24.1 per cent of people believed family violence to be a 'major problem' or 'somewhat a problem' in their neighbourhood in 2008-09 (down from 33.9 per cent in 2007-08) (figure 6.16f, table 6A.24).

Figure 6.16 Proportion of people who consider the identified issues to be either a 'major problem' or 'somewhat of a problem' in their neighbourhood, 2008-09[a]
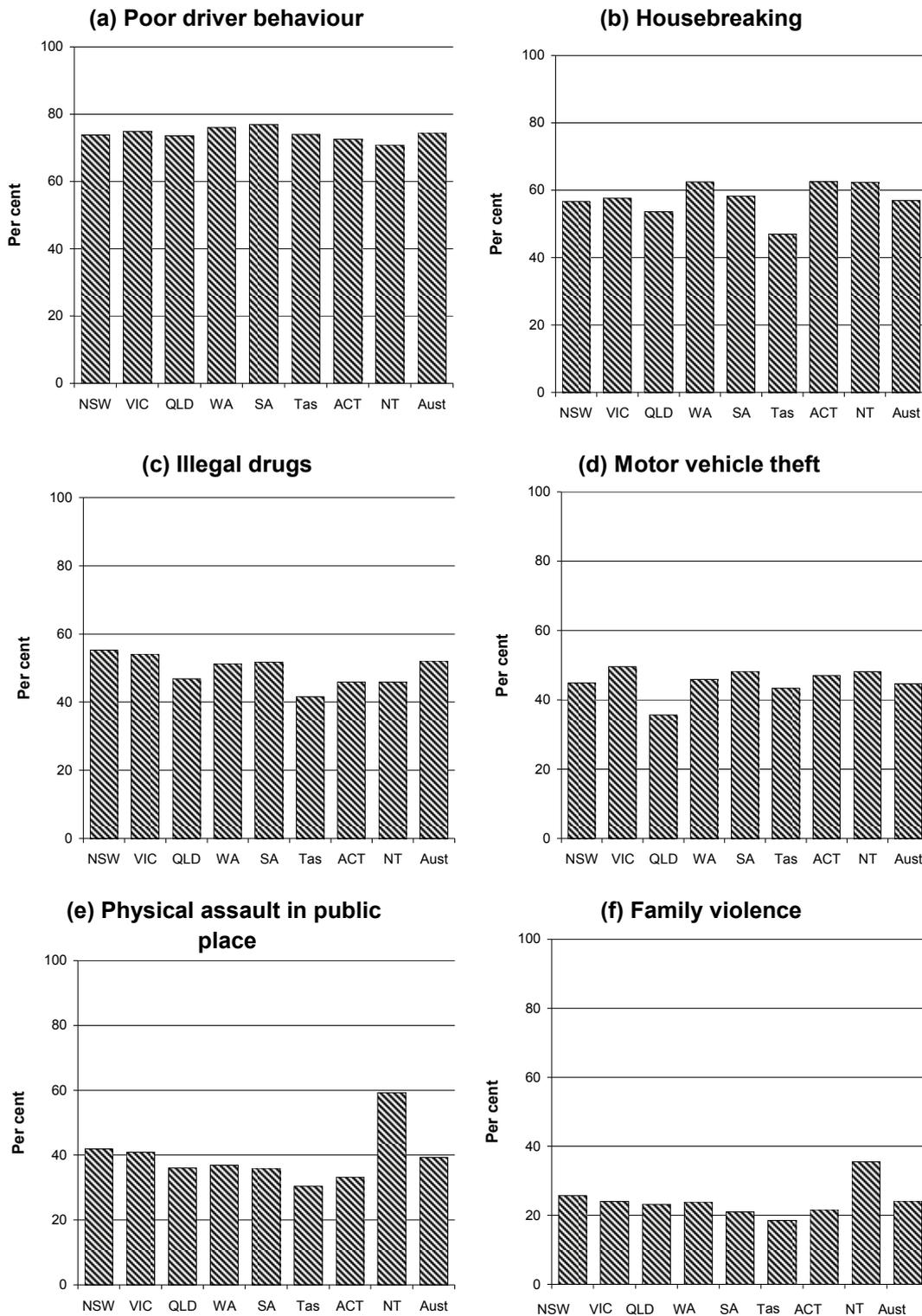
a Data are based on survey results and subject to sampling error. Confidence intervals are in section 6.8.

Source: ANZPAA (unpublished); tables 6A.24–6A.26.

6.5   Crime

This section reviews the role of police in investigating crime and identifying and apprehending offenders. It also measures the extent of crime in the community and the number of crimes reported to the police.

Framework of performance indicators

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

Key crime performance indicator results

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

'Crime victimisation', 'Reporting rates' and 'Outcomes of investigations' are outcome indicators of governments' objective to bring to justice those people responsible for committing an offence.

Victims of crime data in Australia

Information on the level of selected crimes against the person and crimes against property is obtained from three sources for this chapter. Data from the first source, the Crime and Safety Survey, was most recently published for the survey conducted in 2005, with results from the next survey due for publication in 2010. The second source, the ABS Recorded Crime Victims series, was most recently published in 2009 (for the 2008 calendar year). The third source of data is provided on an annual basis by the Australian Institute of Criminology (AIC), with the most recent data being for 2007-08 (unpublished).

Crime and Safety Survey

The Crime and Safety Survey is a national survey, conducted periodically by the ABS. Previous surveys were conducted in 1983, 1993, 1998 and 2002. Information

is collected from individuals and households for those categories of more serious crime that affect the largest number of people. They include personal crimes (robbery, assault and sexual assault) and household crimes (break-in, attempted break-in and motor vehicle theft).

Recorded Crime Victims Collection

The Recorded Crime Victims collection provides details of selected offences reported to, or detected by, police, the details of which are subsequently recorded on police administrative systems. Victims in this collection can be people, premises or motor vehicles. Selected offences include homicide and related offences; kidnapping and abduction; robbery; blackmail and extortion; unlawful entry with intent; motor vehicle thefts and other theft.

Reporting trends in recorded crime

Crime and Safety Survey data are collected in a manner such that the sample is intended to be representative of the population as a whole. These survey data are considered to be more comparable across jurisdictions than the Recorded Crime collection, given differences in the way in which recorded crime data are compiled (box 6.10).

Neither the Recorded Crime Victims collection nor the Crime and Safety Survey provides a definitive measure of crime victimisation but, together, these two data sources provide a more comprehensive picture of victimisation than either data source alone.

Box 6.10   ABS crime victimisation statistics

An incident of crime victimisation can be measured from the time a person perceives that they have been a victim, through to the reporting to police and the laying of charges. The ABS produces two major sources of data that can inform the user about crime victimisation. The first is a measure of crimes reported to and recorded by police, sourced from administrative records obtained from State and Territory police agencies. The second is direct reports from members of the public about their experiences of crime as collected in ABS household surveys. In some instances, the results may provide different pictures of crime in the community, with administrative data indicating a trend in one direction and personal experience indicating the opposite.

(Continued next page)

The full extent of crime is unlikely ever to be captured because 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.

Comparing recorded crime statistics across jurisdictions

A number of standards, classifications and counting rules are applied to Recorded Crime statistics, but care needs to be taken when comparing these statistics across states and territories, given the different business rules, procedures, systems, policies, legislation and recording of police agencies. The ABS has worked with police agencies to develop a National Crime Recording Standard, to improve the national comparability of the recorded crime victims' collection.

Rate of crime victimisation in Australia (from ABS Crime and Safety survey)

The most recent data published is for the survey conducted in 2005. A more recent survey has already been conducted (for the 2008-09 financial year), but it is not scheduled to be published by the ABS until February 2010. In the meantime, the 2005 survey data suggests an average of 5300 victims of personal crime per 100 000 people in that year, which is consistent with the findings of the previous survey conducted in 2002. The rate in 2005 varied across jurisdictions (figure 6.17).

Figure 6.17 **Estimated victims of selected personal crimes[a]**
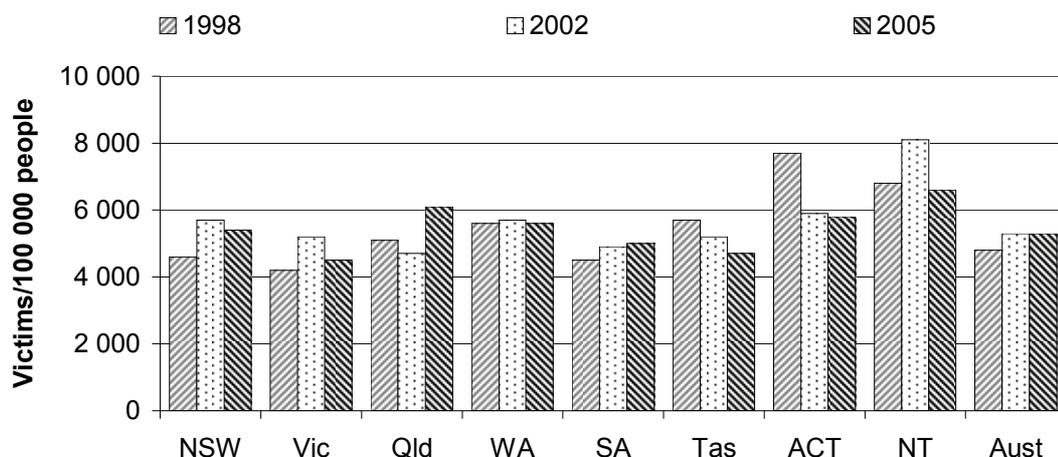
a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.31.

The survey suggests there were 6200 household victims of property crime per 100 000 households in Australia in 2005, a fall from 8900 in 2002, when the previous survey was held. There was a fall in the rate of household victims of property crime in all jurisdictions between 2002 and 2005 (figure 6.18).

Figure 6.18 **Estimated household victims of selected property crimes[a]**
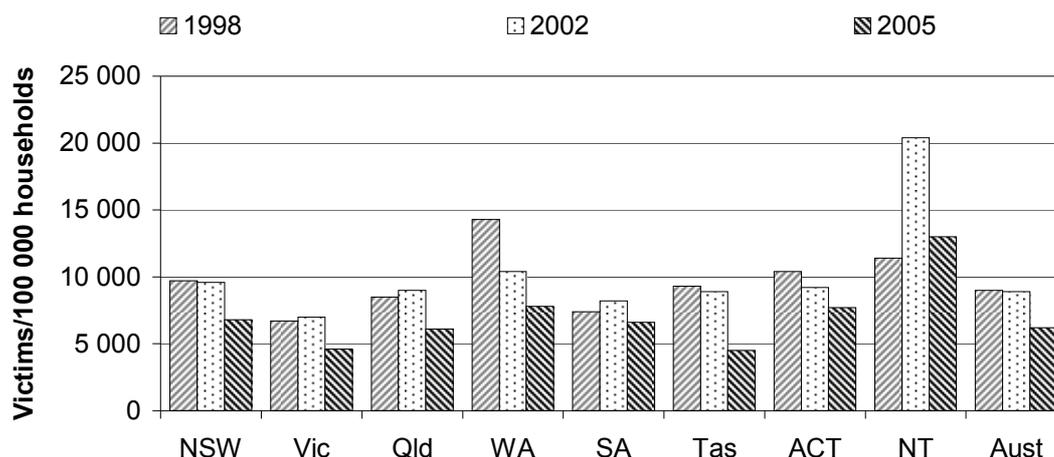
a Data report only the prevalence of crime, not the incidence. A victim is defined as a person reporting at least one of the offences surveyed. Victims were counted once only for each type of offence, regardless of the number of incidents of that type.

Data source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.32.

Trends in crime victimisation

As noted previously, two ABS collections are the sources of the majority of crime victimisation data in this report: the Crime and Safety Survey and the Recorded Crime Victims Collection. Trend data are also drawn from a third data source, the AIC (6.11).

Crime victimisation — crimes against the person

The prevalence and trends in personal crime in the community is an important measure of the effectiveness of police services (box 6.12).

Box 6.12   **Crime victimisation — crimes against the person**

'Crime victimisation' is defined (in part) by three separate measures of the level of crime against the person:

• victims of homicide per 100 000 people

• estimated victims of assault per 100 000 people

• estimated victims of robbery per 100 000 people.

A lower rate of crime victimisation is a desirable outcome.

'Crime victimisation' is also defined by a measure of trends in crime against the person, presented in index form:

• victims of armed robbery (index 2004 = 100).

A fall in the index number is a more desirable outcome.

The recorded number of victims might vary from the actual incidence of crimes against the person for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable, although for some jurisdictions the associated standard errors can be large.

Differences in the way in which crimes are recorded on jurisdictions' police administrative systems (due to legislation, recording systems and recording

practices) mean that care should be taken when comparing the level of recorded crime across jurisdictions.

Nationally, there were 1.3 recorded victims of homicide per 100 000 people in 2007-08 (the same as in 2006-07) (figure 6.19).

Figure 6.19 **Victims of homicide**[a, b, c]
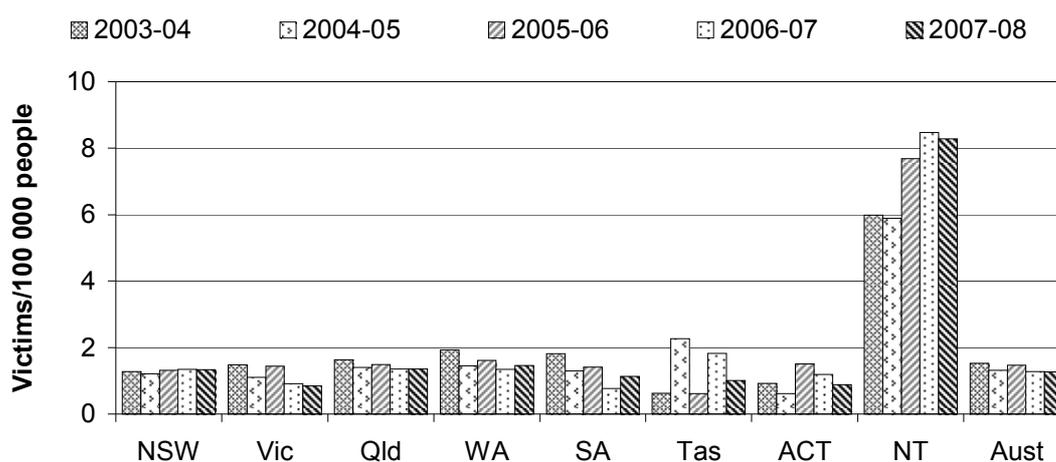
a Homicide is defined by the criminal law of each State and Territory. The specific wording of the definition varies between states and territories in terms of degree and culpability. **b** The AIC victims of homicide data for 2007-08 are preliminary (unpublished) and final data in other publications might differ. **c** Rates in this figure may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing.

Source: AIC Homicide in Australia: National Homicide Monitoring Program (various years, unpublished); tables 6A.27 and AA.2.

Based on ABS Crime and Safety Survey data, there were 4800 victims of assault per 100 000 people in Australia in 2005 (up from 4700 per 100 000 people in 2002 and 4300 per 100 000 people in 1998) (figure 6.20).

Figure 6.20 **Estimated victims of assault[a]**

Legend: ▨ 1998   ▢ 2002   ▨ 2005

Y-axis: Victims/100 000 people (0, 1 750, 3 500, 5 250, 7 000, 8 750)
X-axis: NSW, Vic, Qld, WA, SA, Tas, ACT, NT, Aust
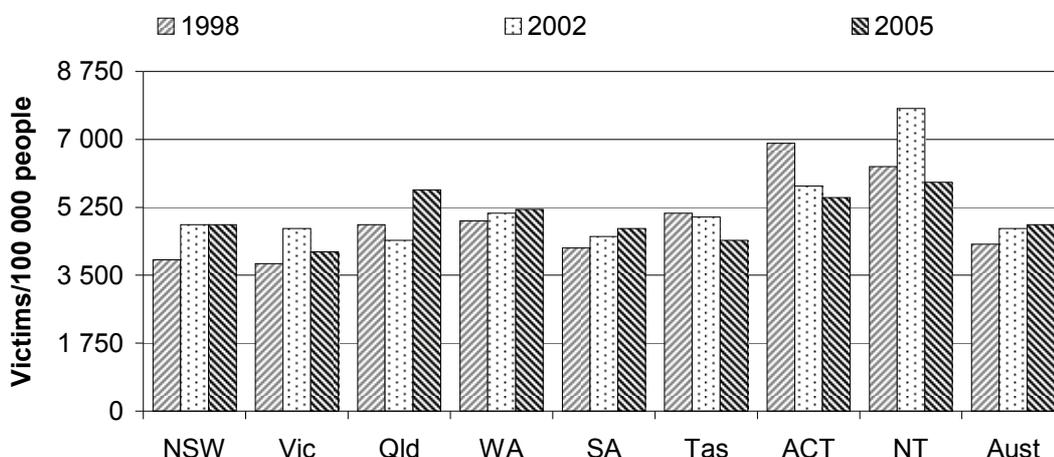
a A victim is defined as a person reporting at least one assault. Victims were counted once only, regardless of the number of incidents of assault. Assault is defined as an incident, other than a robbery, where the respondent was threatened with force or violence or physically attacked.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.31.

Based on ABS Crime and Safety Survey data, there were 370 victims of robbery per 100 000 people in Australia in 2005 (down from 600 victims per 100 000 people in 2002 and 500 in 1998) (figure 6.21).

Figure 6.21 **Estimated victims of robbery[a]**

Legend: ▨ 1998   ▢ 2002   ▨ 2005

Y-axis: Victims/100 000 people (0, 200, 400, 600, 800, 1 000)
X-axis: NSW, Vic, Qld, WA, SA, Tas, ACT, NT, Aust
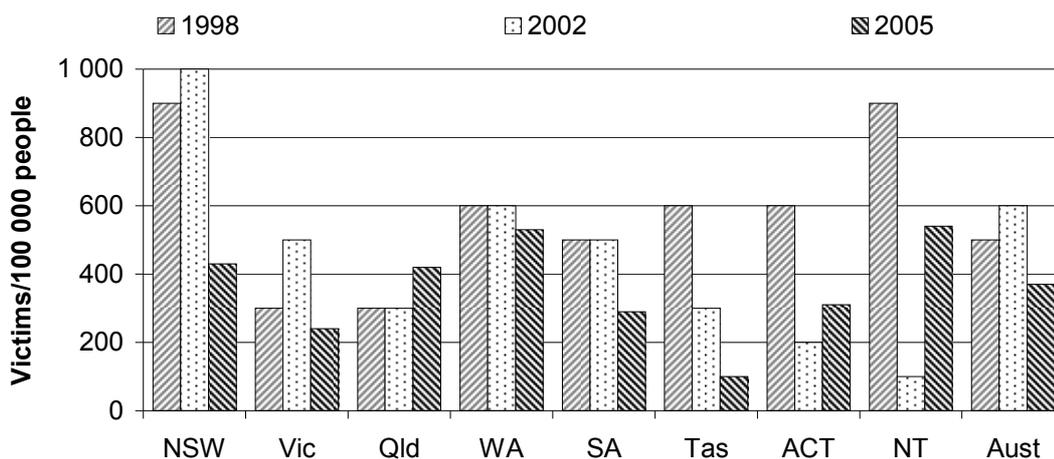
**a** A victim is defined as a person reporting at least one robbery. Victims were counted once only, regardless of the number of incidents of robbery. Robbery is defined as an incident, where someone has stolen (or tried to steal) property from a respondent by physically attacking them or threatening them with violence.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.31.

Based on the ABS Recorded Crime Victims collection, the rate of victims of armed robbery at a national level fluctuated between 2004 and 2008 (figure 6.22).

Figure 6.22 **Trends in recorded crime — victims of armed robbery[a, b, c, d]**
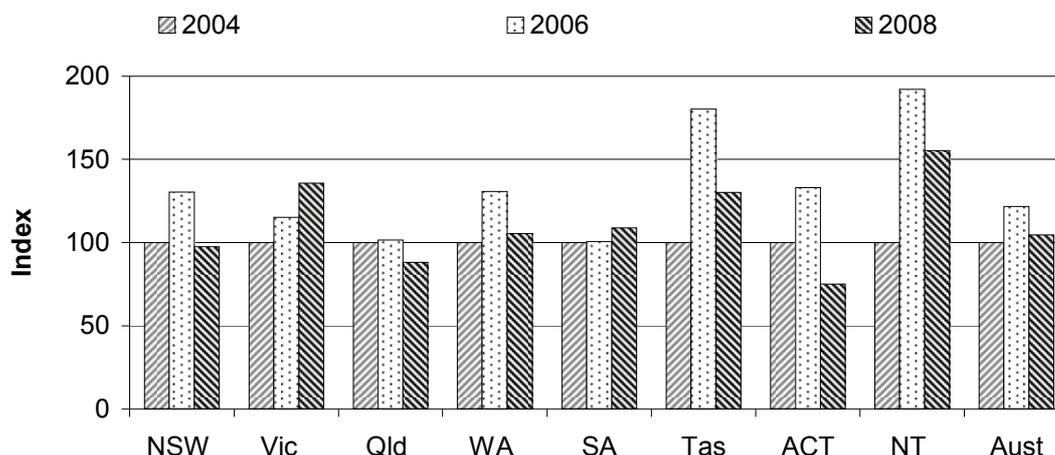
a Data are based on crimes recorded by police. **b** Index 2004 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems, practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. **c** Rates in this figure may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2004 and 2006). Population data relate to 30 June, so that ERP at 30 June 2008 is used as the denominator for 2008. **d** NSW robbery counts prior to 2005 are understated and therefore not comparable to later years. Improved quality assurance procedures have identified further victims of offences that are now included as part of the offence of robbery. Given the magnitude of the contribution of NSW to the Australian estimate, national data are also understated prior to 2005.

Source: ABS *Recorded Crime — Victims, Australia* (various years), Cat. no. 4510.0; tables 6A.28 and AA.2.

Crime victimisation — crimes against property

The prevalence and trends in crimes against property in the community are important measures of the effectiveness of police services box 6.13).

Box 6.13   **Crime victimisation — crimes against property**

'Crime victimisation' is defined (in part) by two separate measures of the level of crime against property:

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

A lower rate of crime victimisation is a more desirable outcome.

'Crime victimisation' is also defined by two separate measures of the trend in property crime in the community, presented in index form:

- victims of unlawful entry with intent (index 2004 = 100)
- victims of motor vehicle theft (index 2004 = 100).

A fall in the index number is a more desirable outcome.

The recorded number of crimes might vary from the actual incidence of crimes against property for a number of reasons, including confidence in the judicial system as a whole.

Data reported for this indicator are comparable, although for some jurisdictions the associated standard errors can be large.

Differences in the way in which crimes are recorded on police administrative systems (due to legislation, recording systems and recording practices) mean that care should be taken when comparing the level of recorded crime across jurisdictions.

Based on ABS Crime and Safety Survey data, there were 5400 break-ins or attempted break-ins per 100 000 households in Australia in 2005 (down from 7400 victims per 100 000 households in 2002 and 7600 in 1998) (figure 6.23).

Figure 6.23 **Estimated victims of break-in/attempted break-in[a, b]**
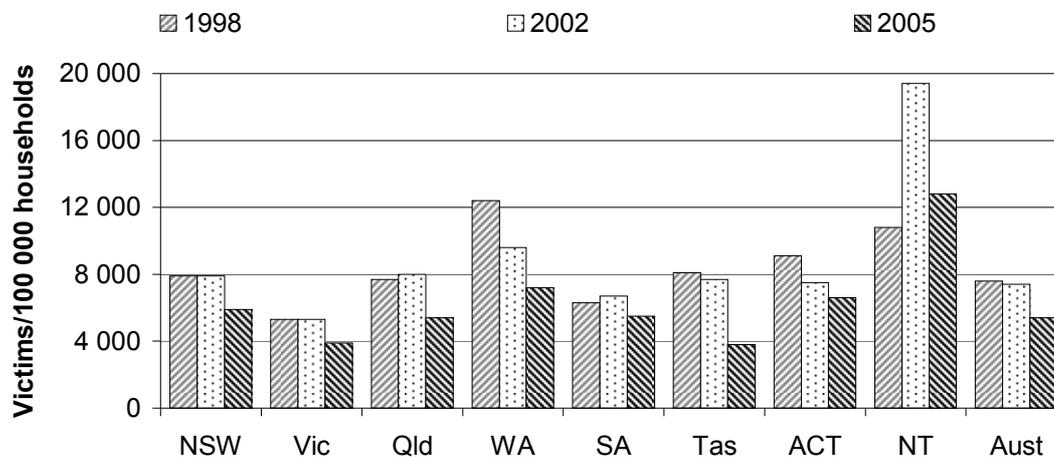
a A victim is defined as a household reporting at least one break-in/attempted break-in. Victims were counted once only, regardless of the number of incidents of break-in/attempted break-in. Therefore, the addition of the 'break and enter' and, the 'attempted break and enter', data in table 6A.32 is greater than the category 'break and enter or attempted break and enter'. **b** Break-in is defined as an incident where the respondent's home had been broken into. Break-in offences relating to respondents' cars or gardens are excluded.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.32.

Based on the ABS Recorded Crime collection, the number of victims of unlawful entry with intent per 100 000 people fell, nationally, between 2004 and 2008. There has been a general downward trend in the victimisation rate in all jurisdictions except the NT since the base period of 2004 (figure 6.24). Table 6A.29 reports numbers per 100 000 people.

Figure 6.24 **Trends in recorded crime — victims of unlawful entry with intent index**[a, b, c, d]

a Data are based on crimes recorded by police. **b** Index 2004 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions. Index calculations are based on ABS unrounded data and may differ from those published by the ABS and others. **c** Rates in this figure may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 30 June 2004 and 2006). Population data relate to 30 June, so that ERP at 30 June 2008 is used as the denominator for 2008. **d** NSW unlawful entry with intent counts prior to 2006 are overstated and therefore not comparable to later years. Given the magnitude of the contribution of NSW to the Australian estimate, national data are also overstated prior to 2006.

Source: ABS *Recorded Crime — Victims* (various years), Cat. no. 4510.0; tables 6A.29 and AA.2.

Based on ABS Crime and Safety Survey data, 1000 motor vehicles were stolen per 100 000 households in 2005 in Australia (down from 1800 per 100 000 households in 2002 and 1700 in 1998) (figure 6.25).

Figure 6.25 **Estimated victims of motor vehicle theft[a, b]**
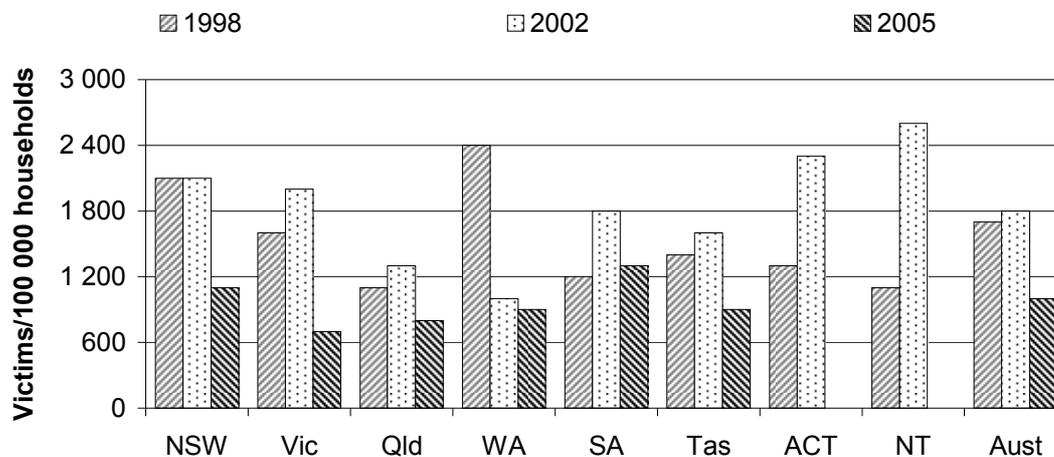
a A victim is defined as a household reporting at least one motor vehicle theft. Victims were counted once only, regardless of the number of incidents of motor vehicle theft. Motor vehicle theft is defined as an incident where a motor vehicle was stolen from any member of the respondent's household. It includes privately owned vehicles, as well as business/company vehicles used exclusively by members of the household. **b** Data not available for some jurisdictions for all years.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.32.

Based on the ABS Recorded Crime collection, the number of victims of motor vehicle theft per 100 000 people fell nationally between 2004 and 2008 and in all jurisdictions except the NT (figure 6.26). Table 6A.29 reports numbers per 100 000 people.

Figure 6.26 Trends in recorded crime — victims of motor vehicle theft[a, b]
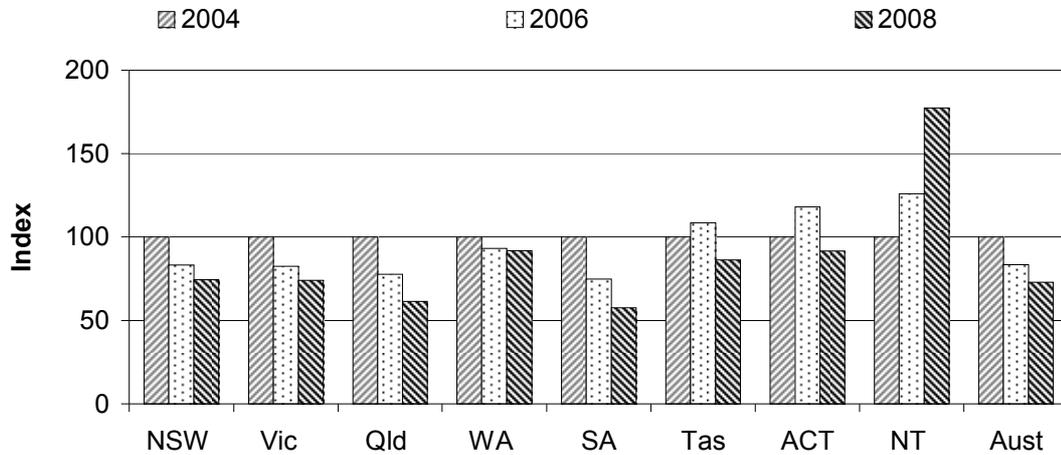

a Data are based on crimes recorded by police. **b** Index 2004 = 100. Data are reported in index form because the variations in the rate of recorded victims across jurisdictions are influenced by different legislation, reporting systems and practices and reporting rates in jurisdictions.

Source: ABS Recorded Crime – Victims (various years), Cat. no. 4510.0; table 6A.29.

Reporting rates

'Reporting rates' is an indicator of governments' objective to enforce the law (and improve community safety by engendering public confidence in the police and judicial system) (box 6.14).

Box 6.14   Reporting rates

'Reporting rates' is defined as the total number of the most recent incidents of a particular offence that were reported to police, as a percentage of the total victims of that offence. It is reported separately for:

- break and enter

- attempted break and enter

- motor vehicle theft

- robbery

- assault

- sexual assault

- total victims of crimes against the person

- total victims of crimes against property.

A higher reporting rate is desirable.

Reporting rates vary across different crime types (evident in table 6A.30). This indicator does not provide information on why some people choose not to report particular offences to the police.

Data reported for this indicator are comparable.

Nationally, the reporting rates in 2005 (for selected offences) were as follows:

- for break and enter offences, 74.2 per cent (compared with 75.1 per cent in 2002 and 77.5 per cent in 1998) (figure 6.27)

- for attempted break and enter offences, 30.7 per cent (similar to that in 2002 and 1998, with 31.1 and 31.7 per cent respectively)

- for motor vehicle theft, 90.3 per cent (compared with 95.0 per cent in 2002 and 95.1 per cent in 1998)

- for robbery offences, 38.5 per cent (compared with 50.2 per cent in 2002 and 49.8 per cent in 1998) (table 6A.30).

Figure 6.27 **Reporting rate for break and enter[a]**
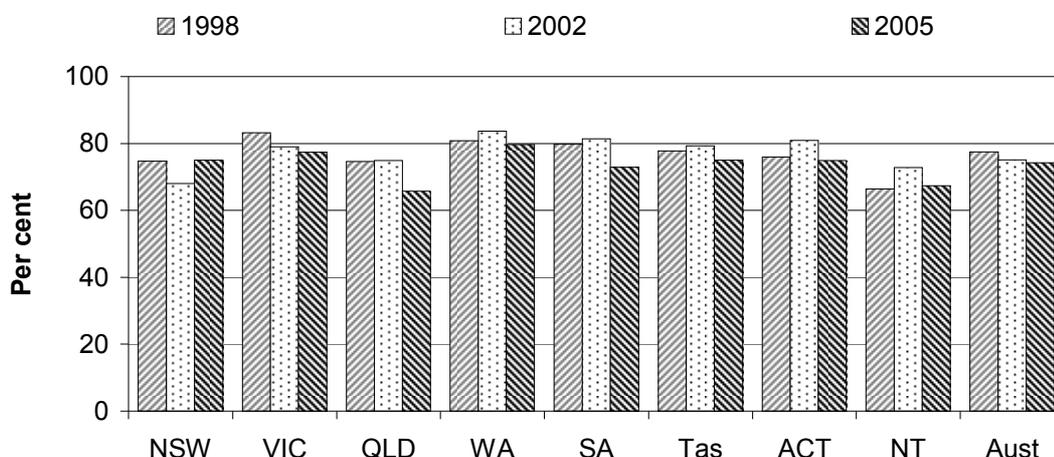
a The 2005 break and enter estimate for the NT has a relative standard error between 25 and 50 per cent and should be used with caution.

Source: ABS Crime and Safety, Australia (various years), Cat. no. 4509.0; table 6A.30.

Outcomes of investigations — personal crimes

'Outcomes of investigations — personal crimes' is an indicator of governments' objective to bring to justice those people responsible for committing an offence (box 6.15).

Box 6.15   Outcomes of investigations — personal crimes

'Outcomes of investigations' is defined by two separate measures:

- the proportion of investigations finalised within 30 days of the offence becoming known to police

- the proportion of the investigations finalised within 30 days (as above) where proceedings were instituted against the offender.

Measures are reported for a range of offences against the person including homicide and armed robbery. Data on assault and sexual assault are no longer available nationally in recorded crime statistics.

A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a desirable outcome.

Data reported for this indicator are not directly comparable.

Activities associated with 'outcomes of investigations — personal crimes' 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.

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

'Outcomes of investigations — personal crimes' are not directly comparable across jurisdictions because of differences in the way data are compiled.

Nationally, 74.7 per cent of investigations for homicide and related offences and 30.4 per cent of armed robbery investigations were finalised within 30 days, in 2008 (figure 6.28). Of those finalised investigations, proceedings commenced against an alleged offender within 30 days of the offence becoming known to police for 91.5 per cent of homicide and related offence investigations and 86.9 per cent of armed robbery investigations (figure 6.28).

Figure 6.29 presents, for each jurisdiction in 2008, the proportion of recorded unarmed robbery investigations, kidnapping/abduction investigations and blackmail/extortion investigations that were finalised within 30 days of the offence becoming known to police.

For these finalised investigations, figure 6.29 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.28 **Crimes against the person: outcomes of investigations, 30 day status, 2008[a, b]**

Proportion of investigations finalised within 30 days of the offence becoming known to police

☐ Homicide and related offences   ▨ Armed robbery

Y-axis: Per cent (0 to 100)
X-axis: NSW, Vic, Qld, WA, SA, Tas, ACT, NT, Aust

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

☐ Homicide and related offences   ▨ Armed robbery

Y-axis: Per cent (0 to 100)
X-axis: NSW, Vic, Qld, WA, SA, Tas, ACT, NT, Aust

a Data on investigations finalised within 30 days of the offence becoming known to police and on proceedings commenced, are not published for some smaller jurisdictions (SA, Tas, ACT, NT) due to small numbers and ABS confidentiality rules. These data are included in the Australian total. **b** Caution should be used in making comparisons across states and territories. There are significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia.

Source: ABS *Recorded Crime – Victims,* Cat. no. 4510.0 (2009); table 6A.33.

Figure 6.29 **Crimes against the person: outcomes of investigations, 30 day status, 2008[a, b]**

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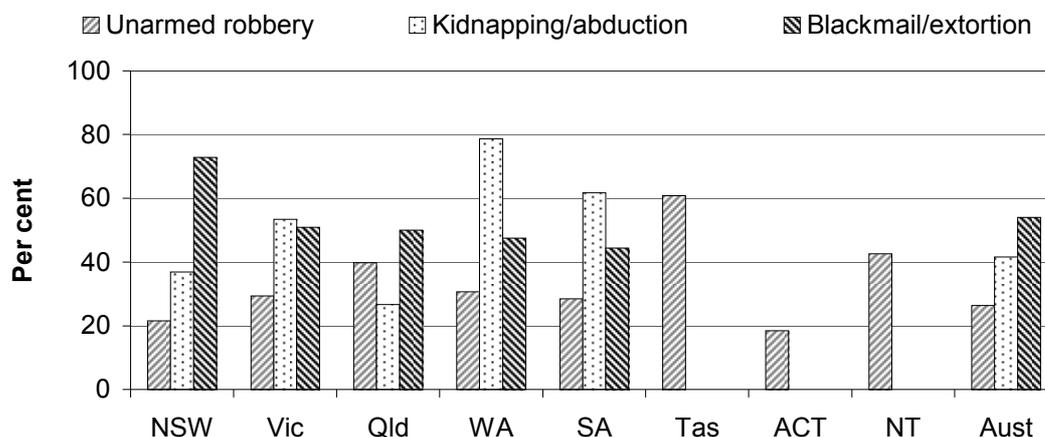
Proportion of finalised investigations for which proceedings had begun within 30 days of the offence becoming known to police

a Data on investigations finalised within 30 days of the offence becoming known to police and on proceedings commenced, are not published for some smaller jurisdictions (SA, Tas, ACT, NT) due to small numbers and ABS confidentiality rules. These data are included in the Australian total. **b** Caution should be used in making comparisons across states and territories. There are significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia.

Source: ABS *(*2009), *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.33.

Outcomes of investigations — property crimes

'Outcomes of investigations — property crimes' is an indicator of governments' objective to bring to justice those people responsible for committing an offence (box 6.16).

Box 6.16   **Outcomes of investigations — property crimes**

'Outcomes of investigations — property crimes' is defined by two separate measures:

- the proportion of investigations finalised within 30 days of the offence becoming known to police

- the proportion of the investigations finalised within 30 days (as above) where proceedings were instituted against the offender.

Outcomes of investigations measures are reported for three property offences: unlawful entry with intent, motor vehicle theft and other theft.

A higher proportion of investigations finalised within 30 days of the offence becoming known to police is a desirable outcome. Similarly, a higher proportion of finalised investigations where proceedings had started against the alleged offender within 30 days of the offence becoming known to police, is a desirable outcome.

Data reported for this indicator are not directly comparable.

Figure 6.30 reports for each jurisdiction in 2008, the proportion of recorded unlawful entry with intent investigations, motor vehicle theft investigations and other theft investigations that were finalised within 30 days of the offence becoming known to police.

For these finalised investigations, figure 6.30 also presents the proportion of proceedings that had started against an alleged offender within 30 days of the offence becoming known to police.

Figure 6.30 **Property crime: outcomes of investigations, 30 day status, 2008a**

Proportion of investigations finalised within 30 days of the offence becoming known to police

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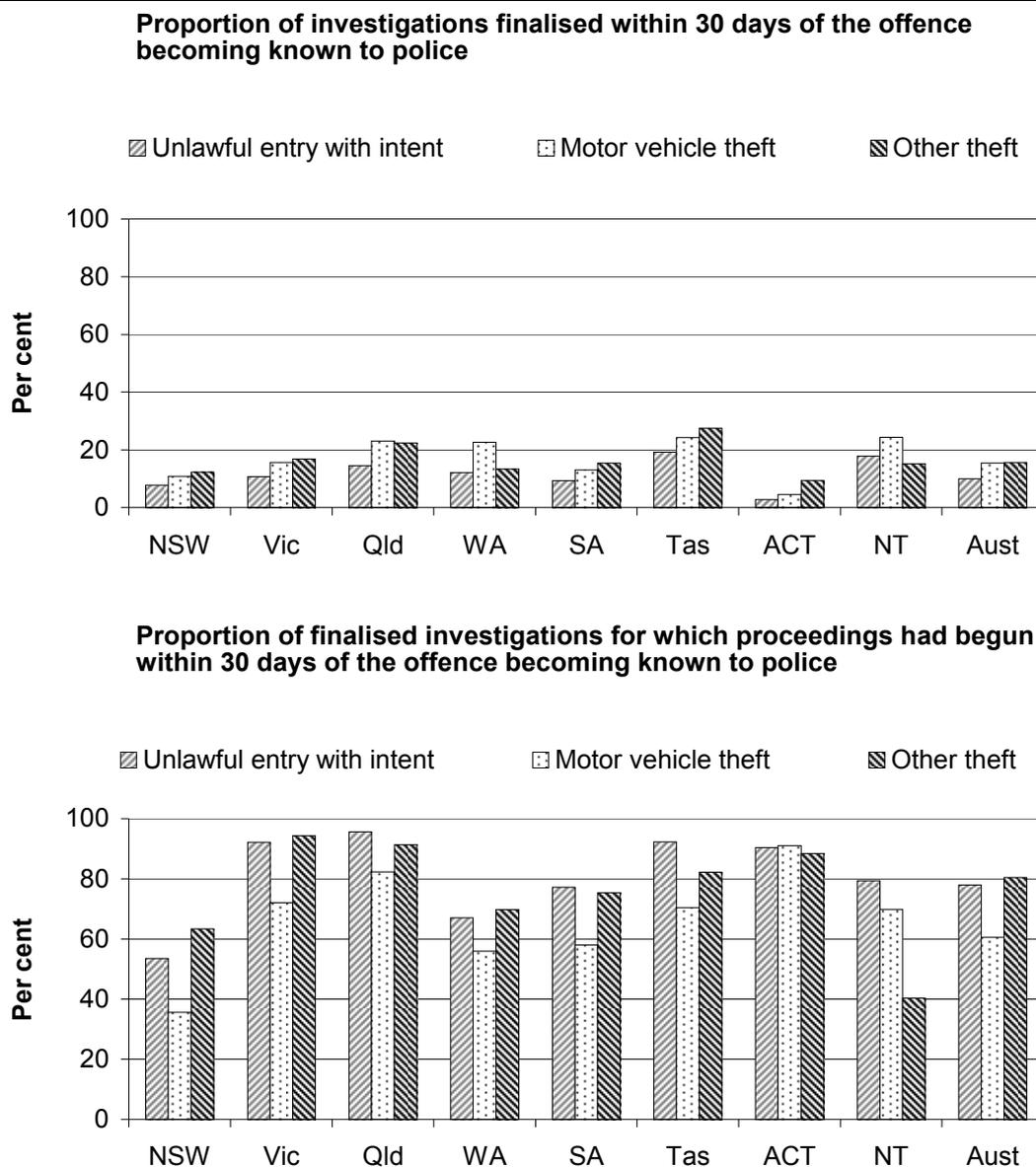

a Caution should be used in making comparisons across states and territories. There are significant differences in business rules, procedures, systems, policies and recording practices of police agencies across Australia.

Source: ABS (2009) *Recorded Crime – Victims*, Cat. no. 4510.0; table 6A.34.

6.6   Road safety

This section reviews 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 collisions 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 collisions and incidents

- improving public education and awareness of traffic and road safety issues.

Police performance in undertaking road safety 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. For data that are not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Key road safety performance indicator results

Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

Equity — access

The Steering Committee has identified equity and access for road safety as an area for development in future reports.

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

The objective of police road safety programs is to promote safer behaviour on roads and influence road user behaviour so as to reduce the incidence of road collisions and the severity of road trauma. Many of these programs target the non-wearing of seat belts, excessive speed and drink driving.

This section reports data from the NSCSP about road use habits. For contextual purposes, 86.6 per cent of those surveyed in 2008-09 stated that they had driven a motor vehicle in the past 6 months.

Road safety performance

'Road safety performance' is an indicator of governments' success in promoting safer behaviour on the road through police programs that aim to influence road user behaviour (box 6.17).

Box 6.17 **Road safety performance**

'Road safety performance' is defined by three separate measures:

- use of seatbelts, defined as the proportion of people who had driven in the past 6 months and, in that time, had driven a car without wearing a seatbelt

- driving under the influence, defined as the proportion of people who had driven in the previous 6 months who indicated that they had driven when possibly over the alcohol limit in the previous 6 months

- degree of speeding, defined as the proportion of people who had driven in the last 6 months who indicated that they driven 10 kilometres per hour or more above the speed limit in the previous 6 months.

A lower proportion of people who stated that they had driven a car without wearing a seatbelt, driven when possibly over the alcohol limit and/or driven 10 kilometres per hour or more above the speed limit is desirable.

The use of seatbelts, the prevalence of driving under the influence of alcohol and speeding in the population is affected by a number of factors in addition to activities undertaken by police services, such as driver education and media campaigns.

Data reported for this indicator are comparable.

Nationally, in 2008-09, 7.1 per cent of people who had driven in the previous 6 months, said they had 'rarely' or more often ('sometimes', 'most of the time' or 'always') driven a car without wearing a seat belt (down from 8.2 per cent in 2007-08) (figure 6.31).

Figure 6.31 **People who had driven in the previous 6 months without wearing a seat belt[a, b]**
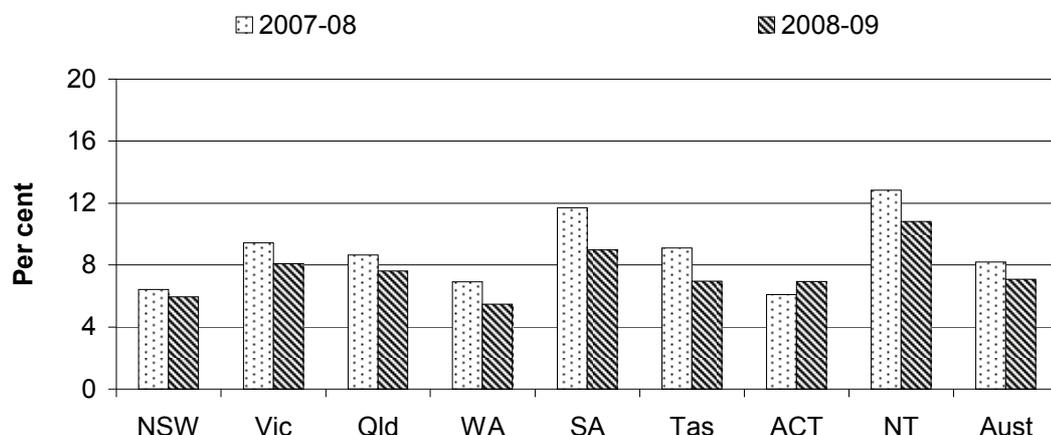
☐ 2007-08   ☒ 2008-09

[a] Data are based on responses from people aged 15 years or over. [b] Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.35.

Nationally, in 2008-09, 10.3 per cent of people who had driven in the previous 6 months, indicated that they had 'rarely' or more often ('sometimes', 'most of the time' or 'always') driven when possibly over the blood alcohol limit (little changed from 10.8 per cent in 2007-08) (figure 6.32).

Figure 6.32 **People who had driven in the previous 6 months when possibly over the alcohol limit 'rarely' or more often[a, b]**
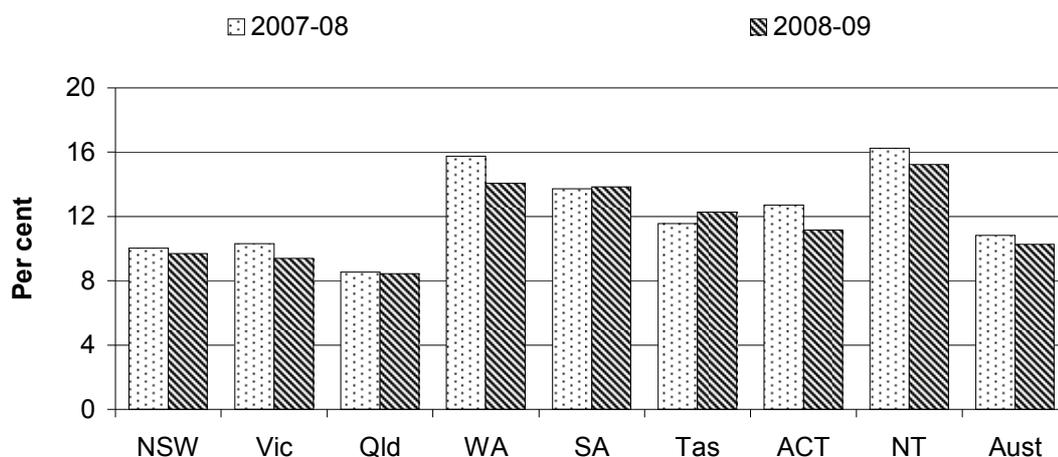
☐ 2007-08   ☒ 2008-09

[a] Data are based on responses from people aged 15 years or over. [b] Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.36.

Nationally, in 2008-09, 59.5 per cent of people who had driven in the previous 6 months reported travelling 10 kilometres per hour or more above the speed limit 'rarely' or more often ('sometimes', 'most of the time' or 'always') (little changed from 60.6 per cent in 2007-08) (figure 6.33).

Figure 6.33 **People who had driven 10 kilometres per hour or more above the speed limit 'rarely' or more often in the previous 6 months[a, b]**
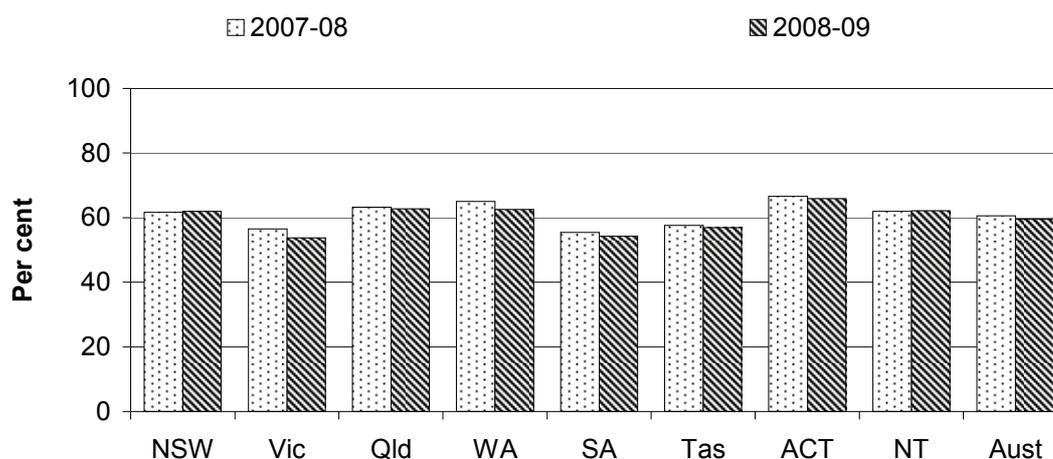

a Data years are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.37.

Road death

'Road death' is an indicator of governments' objective to promote safer behaviour on the road (box 6.18). One aim of policing is to contribute to a reduction in road crashes and related road deaths and hospitalisations.

Box 6.18 **Road death**

'Road death' is defined as the number of road deaths per 100 000 registered vehicles.

A lower rate of road deaths per 100 000 registered vehicles is a desirable outcome.

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

Data reported for this indicator are comparable.

Nationally, there were 1556 road deaths in 2008-09 (up from 1493 in 2007-08). Road fatalities for all jurisdictions from 2004-05 to 2008-09 are reported in table 6A.38.

There were 9.9 road deaths per 100 000 registered vehicles in Australia in 2008-09, (up from 9.8 in 2007-08) (figure 6.34).

Figure 6.34 **Road deaths per 100 000 registered vehicles**
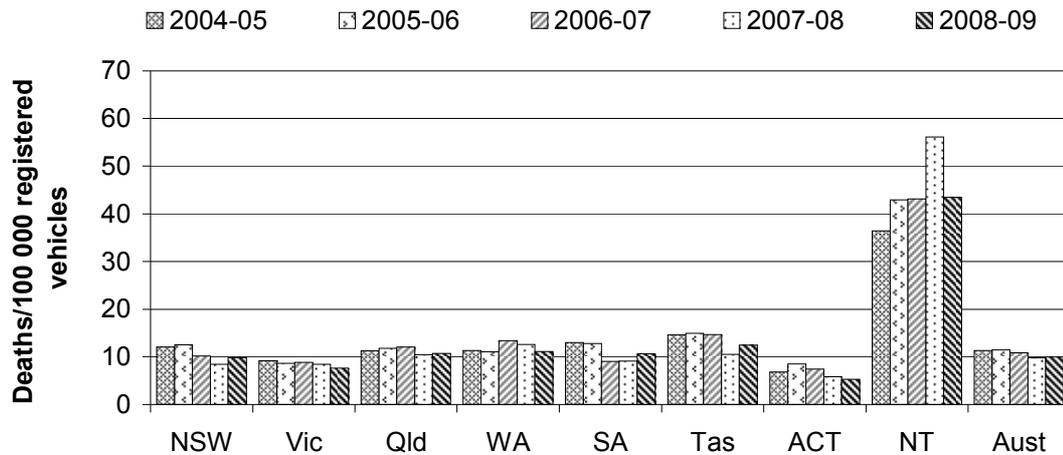
Source: Australian Road Fatality Statistics at www.infrastructure.gov.au/roads/safety (data accessed on 11 November 2009); ABS Motor Vehicle Census (various years), Australia Cat. no. 9309.0; table 6A.38.

Land transport hospitalisations per registered vehicle

'Land transport hospitalisations per registered vehicle' is an indicator of governments' objective to promote safer behaviour on the road (box 6.19).

Box 6.19   **Land transport hospitalisations per registered vehicle**

'Land transport hospitalisations per registered vehicle' is defined as the number of hospitalisations from traffic accidents per 100 000 registered vehicles.

A lower number of hospitalisations from traffic accidents per 100 000 registered vehicles is a desirable outcome.

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

Data reported for this indicator are comparable.

Nationally, there were 241 land transport hospitalisations per 100 000 registered vehicles in 2007-08 (figure 6.35).

Figure 6.35 **Land transport hospitalisations per 100 000 registered vehicles[a]**
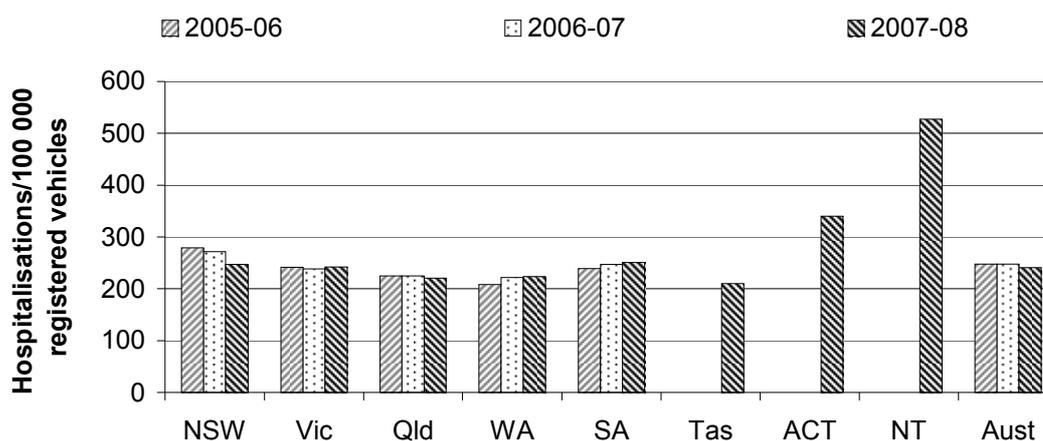
a Data were not published for Tasmania, the ACT and the NT prior to 2007-08.

Source: ABS Motor Vehicle Census (various years), Australia Cat. no. 9309.0; AIHW (unpublished); table 6A.39.

Perceptions of road safety problems

An objective of police services is to reassure the public by ensuring the community feels safe in driving and using the roads (box 6.20).

Box 6.20 **Perceptions of road safety problems**

'Perceptions of road safety problems' is defined as the proportion of people who believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their neighbourhood.

A smaller proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem', is a desirable outcome.

Perceptions of road safety might not reflect actual levels of road safety, and many factors (including individual experiences and media reporting) might influence people's perceptions of road safety.

Data reported for this indicator are comparable.

Nationally in 2008-09, 74.5 per cent of people believed speeding cars or dangerous, noisy driving to be a 'major problem' or 'somewhat of a problem' in their neighbourhood (little changed from 73.9 per cent in 2007-08) (figure 6.36).

Figure 6.36 **Proportion of people who felt that speeding cars or dangerous, noisy driving was a 'major problem' or 'somewhat of a problem' in their neighbourhood[a, b]**
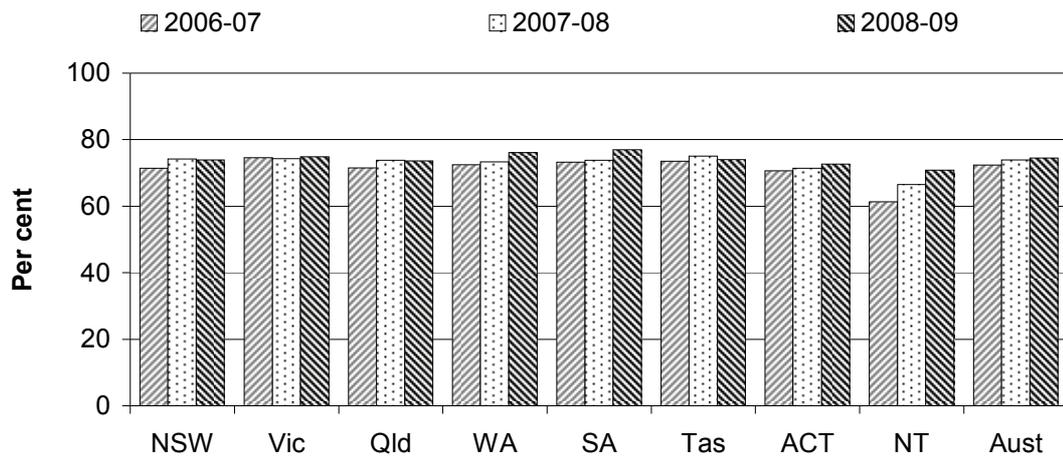
a Data are based on responses from people aged 15 years or over. **b** Data are based on survey results and subject to sampling error. Confidence intervals are included in section 6.8.

Source: ANZPAA (unpublished); table 6A.26.

6.7 Judicial services

This section reviews 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 (although the role of police services in conducting court and prisoner security differs across jurisdictions).

Police performance in undertaking these activities is measured using a suite of indicators that include costs awarded against police in criminal actions, the proportion of defendants pleading guilty or being found guilty, and the effectiveness of police in diverting offenders from the criminal justice system. For data that are

not considered directly comparable, the text includes relevant caveats and supporting commentary. Chapter 1 discusses data comparability from a Report-wide perspective (see section 1.6).

Key judicial services performance indicator results

Outputs

Outputs are the actual services delivered (while outcomes are the impact of these services on the status of an individual or group) (see chapter 1, section 1.5).

Equity — access

The Steering Committee has identified equity and access for services to the judicial process as an area for development in future reports.

Efficiency

Costs awarded against police in criminal actions

'Costs awarded against police in criminal actions' is an indicator of the efficiency with which police undertake activities associated with the judicial process (box 6.21).

Box 6.21   Costs awarded against police in criminal actions

'Costs awarded against police in criminal actions' is defined as the costs awarded against police in criminal actions, reported both as total dollars and per person in the jurisdiction.

Lower costs awarded against police in criminal actions are desirable.

Court costs are generally awarded when a criminal action against an offender has failed; in this respect, it represents at least some of the resources expended when a prosecution fails.

Data reported for this indicator are not directly comparable.

The process by which costs are awarded differs between jurisdictions.

Costs awarded against police in the five years to 2008-09, are presented in table 6.2 and provide a picture of trends over time for each jurisdiction. The data are

presented in real terms (that is, adjusted for inflation) for both total dollar amounts and costs per person.

Table 6.2   **Real costs awarded against the police in criminal actions (2008-09 dollars)[a, b]**

	Unit	NSW	Vic	Qld	WA	SA	Tas	ACT	NT
Total costs									
2004-05	$'000	802	2354	196	1688	829	na	269	na
2005-06	$'000	1090	2540	166	2375	819	24	157	na
2006-07	$'000	947	2034	138	3207	908	36	156	na
2007-08	$'000	1113	1682	258	3256	1270	17	75	23
2008-09	$'000	1592	1898	163	3358	1658	14	148	82
Total costs per person[c]									
2004-05	$	0.12	0.47	0.05	0.84	0.54	na	0.82	na
2005-06	$	0.16	0.50	0.04	1.17	0.53	0.05	0.47	na
2006-07	$	0.14	0.39	0.03	1.54	0.58	0.07	0.47	na
2007-08	$	0.16	0.32	0.06	1.53	0.80	0.03	0.22	0.11
2008-09	$	0.23	0.35	0.04	1.52	1.03	0.03	0.43	0.37

a Total costs awarded against the police resulting from summary offences and indictable offences tried summarily before a court of law, including ex gratia payments in some jurisdictions. **b** The process by which costs are awarded differs between jurisdictions. Therefore, 'costs awarded against police in criminal actions' data are not comparable across jurisdictions. **c** Rates in this table may differ from those in previous Reports, because population data have been revised using Final Rebased ERP data following the 2006 Census of Population and Housing (for 31 December 2001 to 2005). Population data relate to 31 December, so that ERP at 31 December 2008 is used as the denominator for 2008-09. **na** Not available.

Source: State and Territory governments (unpublished); tables 6A.43 and AA.2.

Effectiveness

Proportion of juvenile diversions

'Proportion of juvenile diversions' is an indicator of governments' objective to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.22).

Box 6.22   **Proportion of juvenile diversions**

'Proportion of juvenile diversions' is defined as the number of juveniles who would otherwise be proceeded against (that is, taken to court) but who are diverted by police, as a proportion of all juvenile offenders formally dealt with by police.

A high or increasing proportion of juvenile diversions represents a desirable outcome.

(Continued next page)

Box 6.22   **(continued)**

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

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. Not all options are available or subject to police discretion in all jurisdictions.

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 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).

Data reported for this indicator are not directly comparable.

The proportion of juvenile offenders undergoing diversionary programs varied across jurisdictions in 2008-09. Within most jurisdictions, proportions of juvenile offenders undergoing diversionary programs were relatively consistent over time (table 6.3).

Table 6.3   **Juvenile diversions as a proportion of juvenile offenders (per cent)**

	NSW	Vic[a]	Qld	WA[b]	SA	Tas	ACT	NT
2004-05	57	45	45	54	55	66	41	47
2005-06	55	47	47	50	55	64	36	38
2006-07	56	48	48	47	52	71	43	39
2007-08	55	49	49	47	49	67	49	42
2008-09	58	47	47	47	52	61	47	41

a Victoria's results reflect only those instances where a juvenile is taken into police custody and subsequently issued with a formal caution. Instances where a juvenile is released into non-police care or involving a safe-custody application are not included. **b** For WA, figures for 2004-05, 2005-06, 2006-07 and 2007-08 have been revised due to updated data. Juvenile diversions include formal cautions and referrals to Juvenile Justice Teams as a proportion of the total recorded number of juveniles diverted or arrested.

Source: State and Territory governments (unpublished); table 6A.42.

Outcomes

Outcomes are the impact of services on the status of an individual or group (while outputs are the actual services delivered) (see chapter 1, section 1.5).

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

'Deaths in custody and custody-related operations', and 'Indigenous deaths in custody and custody-related operations' are indicators of governments' objective to provide safe custody for alleged offenders, and ensure fair and equitable treatment for both victims and alleged offenders (box 6.23).

Box 6.23   Deaths in police custody and custody-related operations, and Indigenous deaths in custody and custody related operations

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

A lower number of deaths in custody and custody-related operations is a better outcome.

Data reported for these indicators are comparable.

Nationally, there were 25 deaths in police custody and custody-related operations in 2008 (down from 29 in 2007). This total comprised 21 non-Indigenous deaths and 4 Indigenous deaths (table 6.4).

Table 6.4 Deaths in police custody and custody-related operations[a, b]

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
Non-Indigenous deaths									
2004	9	4	5	2	2	–	1	–	23
2005	3	5	6	–	1	–	–	–	15
2006	8	3	1	2	1	–	1	–	16
2007	5	7	3	4	4	–	–	2	25
2008	4	3	–	10	2	–	–	2	21
Indigenous deaths									
2004	2	1	2	1	1	–	–	1	8
2005	1	–	1	6	–	–	–	–	8
2006	–	1	1	2	1	–	–	1	6
2007	–	–	2	–	2	–	–	–	4
2008	–	–	–	1	–	–	–	3	4
Total Indigenous deaths 2004–08[c]	3	2	6	10	4	–	–	5	30
Total deaths									
2004	11	5	7	3	3	–	1	1	31
2005	4	5	7	6	1	–	–	–	23
2006	8	4	2	4	2	–	1	1	22
2007	5	7	5	4	6	–	–	2	29
2008	4	3	–	11	2	–	–	5	25
Total 2004–08	32	24	21	28	14	–	2	9	130

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 were attempting to detain a person, such as pursuits). **b** The AIC Deaths in police custody and custody-related operations for 2007-08 are preliminary (unpublished) and final data in other publications might differ. **c** In 2006, two deaths occurred in NSW for which Indigenous status has not been determined. – Nil or rounded to zero.

Source: AIC (various years, unpublished), *Deaths in Custody*, Australia; table 6A.40.

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 court cases in achieving a guilty plea or finding.

Proportion of lower court defendants resulting in a guilty plea or finding

'Proportion of lower court defendants resulting in a guilty plea or finding' is an indicator of governments' objective for police to support the judicial process to

achieve efficient and effective court case management for judicial processing (box 6.24).

Box 6.24   Proportion of lower court defendants resulting in a guilty plea or finding

'Proportion of lower court defendants resulting in a guilty plea or finding' is defined as the number of finalised defendants in lower courts who either submitted a guilty plea or were found guilty, as a proportion of the total number of lower courts adjudicated defendants.

A higher proportion of lower courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome.

This indicator does not provide information on the number of cases where police have identified a likely offender but choose not to bring the likely offender to trial due to a number of factors.

Data reported for this indicator are comparable.

The proportion of lower courts adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2006-07 and 2007-08 across all jurisdictions (figure 6.37).

Figure 6.37   Proportion of lower courts adjudicated defendants resulting in a guilty plea or finding[a]
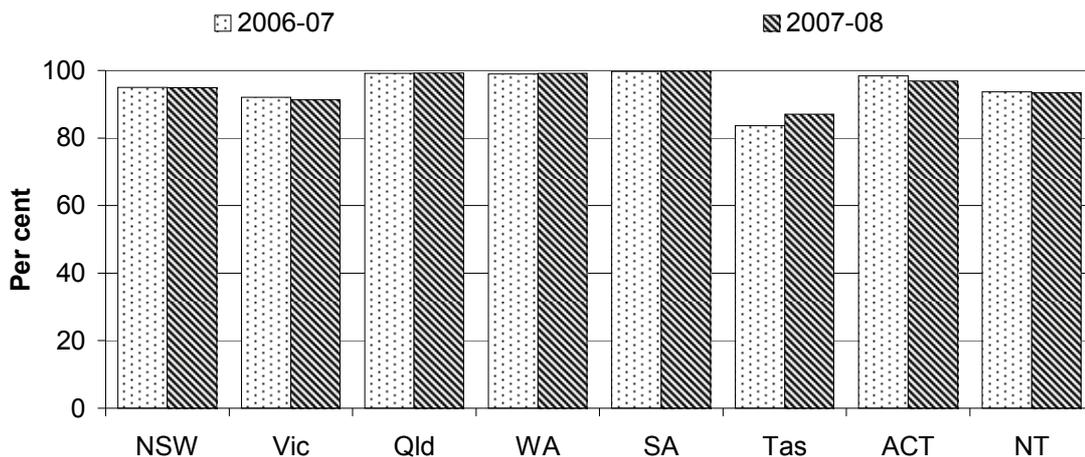
a A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.41.

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

'Proportion of higher court defendants resulting in a guilty plea or finding' is another indicator of governments' objective for police to support the judicial process to achieve efficient and effective court case management for judicial processing (box 6.25).

Box 6.25 **Proportion of higher court defendants resulting in a guilty plea or finding**

'Proportion of higher court defendants resulting in a guilty plea or finding' is defined as the number of higher courts finalised defendants who either submitted a guilty plea or were found guilty, as a proportion of the total number of higher courts adjudicated defendants.

A higher proportion of higher courts adjudicated defendants submitting a guilty plea or being the subject of a guilty finding represents a better outcome.

This indicator does not provide information on the number of defendants where police have identified a likely offender, but choose not bring the likely offender to trial due to a variety of factors nor to cases that have been finalised by a non-adjudicated method.

Data reported for this indicator are comparable.

The proportion of higher courts adjudicated defendants who either submitted a guilty plea or were found guilty was stable between 2006-07 and 2007-08 across most jurisdictions (figure 6.38).

Figure 6.38 **Proportion of higher courts adjudicated defendants resulting in a guilty plea or finding[a]**
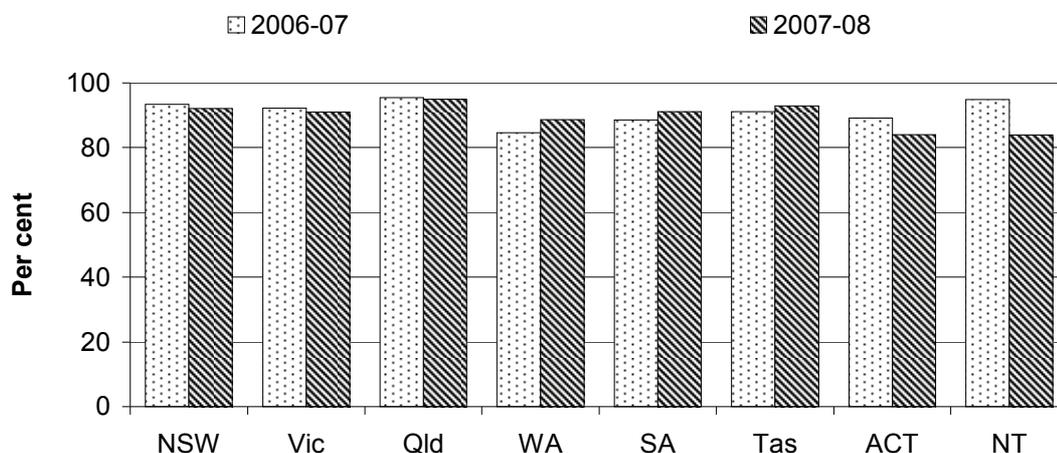
a A defendant can be either a person or organisation against whom one or more criminal charges have been laid.

Source: ABS Criminal Courts, Australia (various years) Cat. no. 4513.0; table 6A.41.

6.8 Information on sample data

Some of the results reported are estimates obtained by conducting surveys with samples of the group or population in question. Results, therefore, are subject to sampling error. The data obtained from a sample may be different from the 'value' that would have been obtained from the entire group or population. Consequently, care needs to be taken when using survey results (see appendix A).

Table 6.5 indicates the confidence intervals for sample estimates from the NSCSP reported in this chapter. For example, a point estimate of 50 per cent for NSW has a 95 per cent confidence interval of ± 2.5 percentage points (that is, there is 95 per cent confidence that the estimate lies between 47.5 per cent to 52.5 per cent). When comparing jurisdictions, estimates are statistically different only when confidence intervals do not overlap. A similar situation applies when comparing estimates between years.

Table 6.5   **95% Confidence bound to be applied to estimates from National Community Satisfaction with Policing Survey[a]**

Estimate %	NSW	Vic	Qld	WA	SA	Tas	ACT	NT	Aust
1 to 3	+/- 0.5	+/- 0.5	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 0.2
4 to 5	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 0.4
6 to 8	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 1.5	+/- 1.5	+/- 1.5	+/- 2.0	+/- 0.4
9 to 14	+/- 1.5	+/- 1.0	+/- 1.0	+/- 2.0	+/-2.0	+/- 2.0	+/- 2.0	+/- 2.5	+/- 0.5
15 to 25	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.0	+/- 0.7
26 to 30	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.5	+/- 0.7
31 to 46	+/- 2.0	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
47 to 53	+/- 2.5	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
54 to 69	+/- 2.0	+/- 2.0	+/- 1.5	+/- 3.0	+/- 3.0	+/- 3.0	+/- 2.5	+/- 4.0	+/- 0.8
70 to 74	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 3.5	+/- 0.7
75 to 85	+/- 2.0	+/- 1.5	+/- 1.5	+/- 2.5	+/- 2.5	+/- 2.5	+/- 2.0	+/- 3.0	+/- 0.7
86 to 91	+/- 1.5	+/- 1.0	+/- 1.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.0	+/- 2.5	+/- 0.5
92 to 94	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 1.5	+/- 1.5	+/- 1.5	+/- 2.0	+/- 0.4
95 to 96	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.0	+/- 1.5	+/- 0.4
97 to 99	+/- 0.5	+/- 0.5	+/- 0.5	+/- 1.0	+/- 1.0	+/- 1.0	+/- 0.5	+/- 1.0	+/- 0.2
Comparing years	**+/- 2.5**	**+/- 2.0**	**+/- 1.5**	**+/- 3.0**	**+/- 3.0**	**+/- 3.0**	**+/- 2.5**	**+/- 4.0**	**+/- 0.8**

Source: Police Practitioners Group (unpublished).

6.9   Future directions in performance reporting

The Review continues to examine alternative indicators of performance, consistent with the ongoing development of performance evaluation and reporting frameworks in individual jurisdictions. New data sets such as that recently released by the ABS on the characteristics of offenders will suggest future directions in reporting.

The development of efficiency indicators for police services is a challenging and complex process. There are significantly different costing methodologies in each jurisdiction that affect the availability of comparative data. Research is ongoing into efficiency indicators used by police services overseas and other areas of government service delivery.

Two particular directions currently present challenges to performance evaluation and reporting.

Police are increasingly required to work in close partnership with other sectors of government, including health and community services, corrections, courts, other emergency service providers and transport. These partnerships address the need to deliver agreed whole-of-government outcomes at the State and Territory and national level. Police services are also working more frequently with Australian

government agencies on crime data issues, to combat the threat and impact of terrorism, and to manage environmental issues such as the policing response to emergencies and natural disasters. Measuring the efficiency and effectiveness of police contributions to these outcomes is particularly challenging.

Additionally, a number of police jurisdictions are moving towards using more locally focused service delivery models, recognising that communities and the people who live in them demand more direct participation in service delivery priorities and approaches. This accords with the now well established policing emphasis on performance planning, measurement and accountability for internal and external performance reporting purposes. However, the indicators used in this report, which generally represent state and territory and national results, are difficult to disaggregate for reflection on performance at the local community level.

6.10 Jurisdictions' comments

This section provides comments from each jurisdiction on the services covered in this chapter.

New South Wales Government comments

"

NSW Police Force, in partnership with other government agencies, continues to provide an effective and efficient policing service across New South Wales to drive down crime and make our State safer.

Over the last few years frontline policing and targeting of crime 'hotspots' and repeat offenders have seen crime levels across most of the key indicators fall or remain stable.

New South Wales now has record numbers of police officers who are better trained and better equipped than ever before.

The NSW Government's evidence-based approach is actively addressing the underlying causes of crime such as homelessness, drug and alcohol dependence, mental illness and a lack of economic and social opportunities.

We are expanding programs to better protect women and children from domestic violence, as well as implementing measures so that those who suffer sexual assault are treated with dignity and respect.

To keep people safe, the NSW Government will continue to:

- reduce crime and antisocial behaviour, including street racing, by targeting crime hotspots through high visibility policing operations like Operation Vikings

- reduce alcohol-related crime, including assaults, through high visibility policing and the use of new powers to impose conditions on licensed premises which continue to have high rates of assault

- target criminal gangs with tough new anti–gang laws that provide the NSW Police Force and NSW Crime Commission with greater power to search and confiscate items

- equip our frontline officers with new technology, such as portable fingerprint readers and taser stun guns

- increase authorised police numbers by 750 officers by December 2011

- provide more support for victims of domestic and family violence, through access to specialist police officers

- implement a more coordinated and strategic policing response to domestic and family violence while meeting the needs of victims

- improve support for victims of crime in the court system, particularly victims of domestic and family violence, sexual assault and hate based crimes, for example, through ongoing investment in video conferencing technology to provide alternatives to court attendance.

"

Victorian Government comments

"In 2008-09, the overall crime rate in Victoria decreased by 1.7 per cent from the rate reported at the end of 2007-08, marking the sixth consecutive year that the rate has been reduced. However, we do acknowledge that we still have a way to go, especially with alcohol fuelled violent crime presenting challenges in relation to community safety. But we are determined that the work of the Safe Streets Taskforce and other related government initiatives will bring about positive results in this area.

We will be continuing to target violent crime, particularly robberies and assaults in public places including licensed venues, entertainment precincts and public transport.

Safety on Victoria's roads continues to be a significant area of focus for Victoria Police and we have continued to invest significant resources in road policing operations. At the end of 2008-09, 302 Victorians had been killed on our roads and another 6736 had been seriously injured. While these results represented decreases over last year, they are still far too high. In the coming year, Victoria Police will continue to target the identified causes of road deaths and road trauma, such as excessive speed, alcohol and drug impaired driving and those who use mobile phones.

How confident and satisfied Victorians are in police is also essential to our overall success. At the end of June 2009, the independently conducted National Survey of Community Satisfaction with Policing (NSCSP) indicated that 82 per cent of Victorians 'had confidence' in their police. When it came to 'customer service', just over 83 per cent of Victorians who had direct business contact with police in the last 12 months were satisfied with the service they received. These are very positive results and we will be seeking to improve further in the next 12 months.

A commitment to valuing our people is fundamental to meeting our operational objectives. The 2008-09 year was the final year of the initial Protecting our People Strategy. Over the life of the three year strategy, Victoria Police has reduced workplace injuries by 29 per cent and reduced days lost to new injuries by 31 per cent. These achievements will form the basis for our next three-year People strategy."

Queensland Government comments

"

Queensland has continued to experience strong population growth over the past year and now accounts for one fifth of the national population. Over 4.3 million people reside in Queensland and a further 7 million people visit each year.

The work of the Queensland Police Service (QPS) supports the achievement of state-wide ambitions in the Queensland Government's *Toward Q2—Tomorrow's Queensland* strategy. To this end, the Service has implemented a performance management framework that provides for innovation, infrastructure development, proactive policing, a professional response to calls for service and a comprehensive operational performance review process.

In 2007-08, the Queensland Service Delivery and Performance Commission (SDPC) conducted a review of the QPS. Following the release of the SDPC report in 2009, the QPS has been actively progressing the implementation of recommendations aimed at enhancing front line and support services, improving governance and planning, reducing risks and enhancing efficiency and effectiveness.

A key indicator of the Government's performance on law and order issues is Queensland's crime rate. In 2008-09 the rate of *Offences Against the Person* decreased by 3 per cent, and the rate of *Offences Against Property* decreased by 2 per cent. This is the eighth consecutive year crime rates have fallen in Queensland, proving the Government's strategies are working, and the efforts of the Queensland Police Service are making a real difference. Positive trends were also recorded in relation to clear-up rates for many crime categories.

To ensure these good results continue, it is essential that police have access to modern facilities, equipment and technology. Growth of 600 new officers over the next three years will see police numbers increase to 10 600 by 2012. In addition, a three year, $126 million rolling capital works program will ensure new and upgraded policing facilities are provided to support the delivery of policing services.

The *Telecommunications Interception Act 2009* was passed by Queensland Parliament in May and will commence operation in August 2009. These new powers will provide police with another effective tool to assist them in the fight against organised and serious crime.

The delivery of high quality policing services remains a priority for the Queensland Government. Ongoing investment in police staff and infrastructure, together with the development of effective law and order policy, will ensure Queensland remains a safe and secure place to live, visit and do business.

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Western Australian Government comments

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The WA Police have consolidated significant gains made in past years, since the advent of the Frontline First strategy. We continue to review our business practices to ensure that we are able to deliver the best possible service to the community of Western Australia.

The management and operation of the Perth Watch House was identified as a non-core policing activity. The State Government approved funding to allow for 80 per cent of police officers to be released from watch house duties and be replaced by Custody Officers. This was done so that police officers' time could be reallocated to frontline duties, while ensuring that the level of service was maintained after police officers were released from the custody role.

Following a review of the previous policy governing attendance and investigation of traffic crashes, a new policy was implemented. Officers can now resolve minor incidents at the scene rather than compiling a case file for further investigation, which now only occurs when a crash falls within certain criteria. Given that officers attended approximately 10 000 traffic crashes in 2008, this new policy is expected to save frontline officers significant time and paperwork.

In keeping with the theme of freeing up time and resources of frontline officers, WA Police initiated a project to allow for the receival and payment of firearms licences at Australia Post offices, rather than at police stations.

To enable workforce capacity and capability to meet future policing needs and community expectations, Our People Strategy 2009-2012 was launched in March 2009, which includes initiatives such as examining selection processes, improving flexibility, driving diversity, developing a leadership capability framework, linking individual contribution to corporate performance, identifying models to achieve better workforce integration, and embedding our organisational values into the day-to-day business of the agency.

In order to focus our efforts in the right areas, informing strategies were developed and implemented in relation to Antisocial Behaviour, Alcohol Policing, Emergency Management, Scientific Investigation, Traffic Policing, Volume Crime, Counter-terrorism and Crime Prevention. These strategies have an operational focus and are intended to direct frontline officers on the agency's key priorities.

WA Police have continued to increase service delivery to remote and Indigenous communities, with additional Multi-Function Police Facilities and targeted interventions on alcohol-related violence and child abuse.

Prolific and Priority Offender Management (PPOM) forms an integral part of the WA Police Volume Crime Strategy. It has been identified that by managing the small number of prolific offenders who account for a disproportionate volume of crime through a standardised and coordinated approach, a reduction in volume crime rates can be achieved. PPOM Coordinator positions have been created to ensure a coordinated district approach to identifying and managing Prolific and Priority Offenders, within the scope of the WA Police Intelligence Model.

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South Australian Government comments

"In 2008-09 South Australia Police (SAPOL) continued to dedicate effort and resources to reducing crime and road trauma. This work has resulted in an overall reduction in victim reported crime of 32.2 per cent from 2000-01.

Improving road safety continued to be a key focus for SAPOL. The road toll at the end of 2008 was the lowest recorded in sixty two years, and although it rose again in the first six months of 2009, the number of serious injuries and serious crashes reduced from 2007. These achievements result from police across the state maintaining a lower tolerance to any driver behaviour that put others at risk of harm. As in previous years SAPOL actively worked throughout the year with vulnerable road users and the community on road safety strategies.

Other major issues recognised by SAPOL in 2008-09 were the impact of organised crime on public safety and economic stability, the over-representation of Aboriginal persons as offenders and victims in the criminal justice system; and the ongoing misuse of alcohol and drugs as key drivers of criminal behaviour.

Under the new *Serious and Organised Crime Strategy* 2009-2012, SAPOL continued a planned and innovative approach to develop and implement new legislation and policing practices aimed at disabling serious and organised crime.

SAPOL recognises that the serious issue of Aboriginal over-representation in crime as offenders and victims requires a multi-agency effort across government and Aboriginal communities, in order to address the social, educational, employment and health inequities that are the root causes of contact with police.

The continuing manufacture, marketing and use of illegal drugs and the increasing misuse of alcohol among young people impacted in 2008-09 on both criminal offending and unsafe road use practices. In response, specialised programs targeted at reducing these harms and the resultant risk to the community were developed and implemented across the state. Special attention was paid to entertainment precincts and other areas that offer recreational facilities to ensure South Australians could continue to peacefully enjoy a high quality of life."

Tasmanian Government comments

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Crime in Tasmania is at its lowest for twelve years. The 2008-09 year has seen outstanding results from Tasmania Police as crime continues to trend downward, clearance rates remain at a similar level to last year, and Tasmanians continue to value their Police Service. Contributing to this six per cent reduction in crime was a decrease of five per cent in Property Offences and six per cent in Offences Against the Person. The number of Assaults and Robberies, including Armed Robberies, declined, as well as reductions in Injure/Destroy Property, Stealing, and Burglary of Motor Vehicles. The national crime statistics also indicate that Tasmania's rate in 2008 was below the national rate for all offence categories.

Tasmanians continue to rate Tasmania Police and its services higher than the national average, with Tasmania Police recording the highest level of community satisfaction with its services compared to all other States and Territories. The *National Survey of Community Satisfaction with Policing 2008-09* indicates that Tasmanians continue to have a high level of confidence in their police and also believe their Police Service is fair, honest and professional. This satisfaction is also reflected in the lowest number of complaints against police since 1994, when recording commenced.

Tasmanians continue to feel safer than people in other States or Territories with 95.5 per cent feeling safe at home alone during the day, and 87.3 per cent after dark. Tasmanians surveyed also feel safe walking or jogging locally in their neighbourhood: 93.4 per cent during the day, and 64.3 per cent after dark.

Tasmania Police currently has the highest operational police numbers on record and continues to implement innovative strategies to meet future crime reduction challenges in difficult economic times. One such innovation is *Project Meridian* which continued to drive reform during the year, ranging from minor process changes to major systems redevelopment.

Another is the *Safe at Home* program, a whole-of-government strategy for responding to family violence in Tasmania, in which police apply a pro-intervention, pro-arrest and pro-prosecution approach to the handling and resolution of family violence matters. This program was recognised for its excellence when it was declared a national winner at the *2008 Australian Crime and Violence Prevention Awards*. The Tasmanian Government continues to support this important initiative.

Safety on Tasmania's roads continues to be a priority. While Tasmania Police's role is primarily that of traffic law enforcement it continues to ensure that drivers obey the law by focusing on high-visibility and high-profile traffic policing, and working with partners to align enforcement with other road safety activities and initiatives.

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Australian Capital Territory Government comments

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Throughout 2008-09 ACT Policing made significant improvements in achieving the targets specified within the Purchase Agreement and the Ministerial Direction. There was a marked improvement in response time targets, across all priority levels, with ACT Policing meeting all targets for four consecutive quarters. This is the first full financial year to ever do so.

ACT Policing continues to focus on increasing visibility, accessibility and public engagement of police with the community via the Suburban Policing Strategy (SPS). The results of the strategy have become evident in exceeding a number of key performance indicators relating to both public confidence in police and perceptions of crime figures. Additionally, in further developing the community engagement model, ACT Policing is increasing staffing resources in the Crime Prevention portfolio including; aged, multicultural, business, indigenous and youth liaison officers along with additional research and project staff.

ACT Policing is currently working with other ACT criminal justice agencies on two projects to achieve better outcomes for victims of crime. The ACT Victims of Crime Referral Project examines best practice in supporting victims of crime and referring victims to relevant support agencies. The project will analyse victims' responses to an online survey which included questions on victim reporting, satisfaction with police assistance, referrals to victim support agencies and whether victim support agencies were helpful. We are also working in conjunction with Victim Support ACT on an evaluation of the Family Violence Intervention Program (FVIP). The evaluation is assessing the current FVIP against best practice and will identify program strengths and further opportunities for improvement.

In seeking to exploit technology to achieve operational efficiencies, ACT Policing is in the process of introducing 120 Mobile Data Terminals in all police patrol vehicles. This technology will allow increased police visibility in the community with improved access to conduct checks and proactively target offenders whilst out on the road rather than having to regularly commute back to police stations to access information systems.

The AFP is working in conjunction with the successful tender to develop the ACT Policing website. The website, which will be a microsite of the AFP website, will provide the ACT community with up to date policing information such as ACT Policing news, statistics on crime in their area, local policing activities, and crime prevention advice. Research shows that one of the key ways in which to influence the rationale for the public's perception of crime and safety is to provide greater access to relevant current crime trends.

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Northern Territory Government comments

The Tri-Service hosted the 46th International Association of Women Police Annual Training Conference at the new Darwin Convention Centre from 6 to 11 September 2008. Over 500 delegates travelled to Darwin from 34 countries across the globe to attend various training sessions relating to investigation, leadership, cultural understanding and Indigenous Policing. Positive feedback was received from delegates and keynote speakers while also highlighting the existing wealth of knowledge and range of skills possessed by Northern Territory Police.

Approximately two years since the Australian Government announcement of the Northern Territory Emergency Response into remote communities, all 18 additional police stations are fully operational with some official openings occurring during the reporting period. The welcome by the community at the official openings is testament to the excellent work of the members at these new posts and their unique approach to effective policing.

The multi-agency investigative group known as the Child Abuse Taskforce has focused efforts on community engagement and rapport building across the Territory in an effort to break down barriers of a fear of reporting child abuse. A total of 209 community visits were conducted across the Territory, many of those repeat visits to the same locations. This is proving positive and effective, and provides an opportunity to discuss law and police procedure in a neutral, conversational forum.

The Darwin City Safe Patrol was officially launched in February 2009, increasing the visibility and police presence by an additional 10 members. These members not only conduct foot patrols of licensed premises and the associated precinct during busy periods, but also proactively work with Licensing and Regulation Inspectors from the Department of Justice to speak with licensed premises staff about the responsible service of alcohol.

The First Response Patrol is an initiative, proactively tackling anti-social behaviour through daily early intervention and service referral. The Northern Territory Government announced the introduction of five Police Beats across the Territory. The first of these was officially opened in December 2008 at Casuarina Shopping Centre, providing a shopfront for the highly visible and accessible police presence. To date, this has been well received by both the public and shop-owners at the Centre with anecdotal reports of reduced youth crime and anti-social problems in the area.

The Northern Territory Police Force is the lead agency in the coordination and delivery of the Youth Hub in Alice Springs. This new initiative provides a central point for government and non-government agencies to tackle youth crime and youth related issues including the establishment of the Youth Liaison Group.

General Purpose Dogs were introduced in December 2008 to assist in tackling crime. The dogs have already earned their keep through successfully tracking offenders in Darwin and assisting police operations in Alice Springs.

6.11 Definitions of key terms and indicators

Adjudicated defendant
A defendant is a person or organisation against whom one or more criminal charges have been laid and which are heard by a court level. An adjudicated finalisation is a method of finalisation based on a judgement or decision by the court as to whether or not the defendant is guilty of the charge(s) laid against them.

Armed robbery
Robbery conducted with the use (actual or implied) of a weapon, where a weapon can include, but is not restricted to:

- 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, bottle/glass, other dangerous article and imitation weapons.

Assault
The direct (and immediate/confrontational) infliction of force, injury or violence on a person(s) or the direct (and immediate/confrontational) threat of force, injury or violence where there is an apprehension that the threat could be enacted.

Available full time equivalent staff
Any full time equivalent category where the individual is on duty performing a function. To be measured using average staffing level for the whole reporting period.

Average non-police staff salaries
Salaries and payments in the nature of salary paid to civilian and other employees, divided by the total number of such employees.

Average police salaries
Salaries and payments in the nature of salary paid to sworn police officers, divided by the number of sworn officers.

Blackmail and extortion
Unlawful demanding with intent to gain money, property or any other benefit from, or with intent to cause detriment to, another person, accompanied by the use of coercive measures, to be carried out at some point in the future if the demand is not met. This may also include the use and/or threatened use of face-to-face force or violence, provided there is a threat of continued violence if the demand is not met.

Cautioning
A formal method of dealing with young offenders without taking court proceedings. Police officers may caution young offenders instead of charging them if the offence or the circumstance of the offence is not serious.

Civilian staff
Unsworn staff, including specialists (civilian training and teaching medical and other specialists) and civilian administrative and management staff.

Complaints
Number of statements of complaint by members of the public regarding police conduct.

Death in police custody and custody-related incident
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; 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.

Executive staff
Number of sworn and unsworn staff at the rank of chief superintendent or equivalent grade to assistant commissioner grade.

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 staff	Number of staff who are identified as being of Aboriginal or Torres Strait Islander descent.
Land transport hospitalisations	Hospitalisations due to traffic accidents that are likely to have required police attendance; these may include accidents involving trains, bicycles and so on.
Management full time equivalent staff	Number of management full time equivalent staff, including civilian (managers) and sworn (inspector to superintendent) staff.
Motor vehicle theft	The taking of another person's motor vehicle illegally and without permission.
Murder	The wilful killing of a person either intentionally or with reckless indifference to life.
Non-Indigenous full time equivalent staff	Number of full time equivalent staff who do not satisfy the Indigenous staff criteria.
Non-operational full time equivalent staff	Any person who does not satisfy the operational staff criteria, including functional support staff only. Functional support full time equivalent staff include any person (sworn or unsworn) not satisfying the operational or operational support staff criteria (for example, finance, policy, research, personnel services, building and property services, transport services, and management above the level of station and shift supervisors).
Offender	In the Police Services chapter, the term 'offender' refers to a person who is alleged to have committed an offence. This definition is not the same as the definition used in chapter 8 ('Corrective services').
Operational staff	An operational police staff member (sworn or unsworn) is any member of the police force whose primarily duty is the delivery of police or police related services to an external customer (where an external customer predominately refers to members of the public but may also include law enforcement outputs delivered to other government departments).
	Operational staff include: general duties officers, investigators, traffic operatives, tactical officers, station counter staff, communication officers, crime scene staff, disaster victim identification, and prosecution and judicial support officers.
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 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 staff	Number of practitioner staff, including civilian (administration) and sworn (constable to senior constable) staff.
Property crimes	Total recorded crimes against property, including: • unlawful entry with intent • motor vehicle theft • other theft.

Proportion of higher court cases resulting in a guilty plea or finding	Total number of higher courts finalised defendants resulting in a guilty plea or finding, as a proportion of the total number of higher courts finalised defendants. A defendant can be either a person or organisation against whom one or more criminal charges have been laid.
	A higher court is either:
	• an intermediate court (known either as the district court or county court) that has legal powers between those of a court of summary jurisdiction (lower level courts) and a supreme court, and that deals with the majority of cases involving serious criminal charges
	• a supreme court (a higher court level which deals with the most serious criminal charges and has the greatest legal powers of all the State and Territory court levels).
	Guilty finding is an outcome of a trial in which a court determines that the criminal charge against a defendant has been proven.
Proportion of juvenile diversions	Total number of juvenile offenders who are diverted by police (for example, through the use of cautions, official warnings or other diversionary programs) away from the criminal justice system, as a proportion of the total number of juvenile offenders either diverted from or dealt with by the criminal justice system (that is, those who are either diverted or prosecuted).
Proportion of lower court cases resulting in guilty plea or finding	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.
	A lower court is a court of summary jurisdiction (commonly referred to as magistrates' court, local court or court of petty sessions) that deals with relatively less serious charges and has the most limited legal powers of all State and Territory court levels. Such courts are presided over by a magistrate and have jurisdiction to hear trial and sentence matters relating to summary offences. Under some circumstances, this court level may also deal with the less serious indictable offences known as 'minor indictable' or 'triable either way' offences.
	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. For this data collection, a plea of 'not guilty' should also include 'no plea', 'plea reserved' and 'other defended plea'.
	Further, these definitions:
	• 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 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 by 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).
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	Includes: • 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, frequent flyer benefits, overtime meals provided and any other components that are not part of a salary package) • payroll tax.
Senior executive staff	Number of senior executive staff, including civilian (top senior executive service) and sworn (commissioner, deputy commissioner and equivalent civilian executives) staff.
Sexual assault	Physical contact of a sexual nature directed towards another person where that person does not give consent, that person gives consent as a result of intimidation or fraud, or consent is proscribed (that is, the person is legally deemed incapable of giving consent as a result of youth, temporary/permanent (mental) incapacity or a familial relationship). Includes rape, attempted rape, indecent assault and assault with intent to commit sexual assault. Excludes sexual harassment not leading to assault.
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: • 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
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 (whether forced or unforced) with intent to commit an offence, resulting in the taking of property from the structure. Includes burglary and break and enter offences. Excludes trespass or lawful entry with intent.
Unlawful entry with intent — other	The unlawful entry of a structure (whether forced or unforced) with intent to commit an offence, but which does not result in the taking of property from the structure. Excludes trespass or lawful entry with intent.
User cost of capital	The opportunity cost of funds tied up in the capital used to deliver services. Calculated as 8 per cent of the current value of non-current physical assets (excluding land).
Value of physical assets — buildings and fittings	The value of buildings and fittings under the direct control of police.
Value of physical assets — land	The value of land under the direct control of police.
Value of physical assets — other	The value of motor vehicles, computer equipment, and general plant and equipment under the direct control of police.

6.12 Attachment tables

Attachment tables are identified in references throughout this chapter by an '6A' suffix (for example, table 6A.3 is table 3). Attachment tables are provided on the CD-ROM enclosed with the Report and on the Review website (www.pc.gov.au/gsp). Users without access to the CD-ROM or the website can contact the Secretariat to obtain the attachment tables (see contact details on the inside front cover of the Report).

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