

A plan for national implementation of the drug law enforcement performance measurement framework

**Companion document to NDLERF Monograph Series No. 34,
'Developing the capacity and skills for national
implementation of a drug law enforcement performance
measurement framework'**

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Table of Contents

Executive Summary	ii
Background	1
Trial implementation of the framework	1
Feasibility testing of the framework in the field	2
Why do we need a DLE performance measurement framework?	3
Limitations of traditional measures of DLE	3
Benefits of appropriate measures of DLE.....	3
Who is responsible for performance measurement and who uses it?	5
How do we implement a performance measurement framework?	7
Timeframe for the framework implementation	10
How much will it cost to implement the framework?	11
Communicating the importance of the framework	12
Managing transition and change	14
Impact on DLE agencies	14
Potential training requirements	14
Communication	15
Evaluation	16
Key challenges for national implementation	17
References	19
Attachment 1: Model drug law enforcement performance measurement framework	20
Attachment 2: Example of an indicator data collection plan	23
Attachment 3: Example of a stakeholder engagement register	24

Executive Summary

This report outlines how to undertake the national implementation of a model performance measurement framework for drug law enforcement (DLE) practitioners. The framework was developed by the Australian Institute of Criminology (AIC), in close collaboration with a range of Australian DLE agencies in two project stages between 2004 and 2009. Both project stages were undertaken by the AIC on behalf of the National Drug Law Enforcement Research Fund (NDLERF) in order to help provide a better accounting for the benefits from the estimated annual expenditure of between \$1.3 and \$2 billion on Australian DLE. A copy of the framework is at Attachment 1 of this report.

The report is a companion piece to the project's overall final report (Willis, Homel & Anderson 2010), technical fieldwork findings (Willis, Anderson & Davis 2010) and better practice guide to developing a performance measurement system (Willis & Anderson 2010) and is designed to be read alongside those documents. It covers the following important implementation issues:

- why we need a DLE performance measurement framework (including the limitations of traditional measures of DLE and the benefits of more robust measures);
- who is responsible for DLE performance measurement;
- major steps to developing a sound measurement framework;
- how long it will take to implement the framework;
- resourcing;
- change management issues;
- future evaluation of the framework; and
- key challenges for national implementation.

The plan is high-level, allowing DLE agencies sufficient flexibility to implement according to jurisdictional needs and requirements.

Background

In December 2006, NDLERF published Monograph 18: *Developing and implementing a performance measurement framework for drug law enforcement in Australia* (Willis, Homel & Gray, 2006). This report presented an overview of a model process for developing a viable performance measurement framework for Australian DLE. It was undertaken by the AIC on behalf of NDLERF in order to help provide a better accounting for the benefits from the estimated annual expenditure of between \$1.3 and \$2 billion on Australian DLE. The model encompassed both a core performance measurement framework built around four high-level outcomes and a process for adapting the framework to accommodate the specific needs of DLE agencies operating in different settings in Australia.

The four high-level outcomes identified for the framework were:

- reducing drug crime and drug-related crime;
- reducing organised crime;
- improving public health; and
- improving public amenity.

While separated for the purposes of reporting, it was emphasised that in practice these outcomes were interrelated and not discrete. For example, activities directed at reducing aggregate drug consumption and expenditure were likely to impact on all four high-level outcomes, while measures specifically targeting crime problems associated with illicit drugs and precursor substances, such as money laundering and extortion, were likely to have most impact on reducing organised crime, and so on. A more detailed description of the relationships between these outcomes and the underlying measures and indicators can be found in Willis, Homel & Gray (2006).

DLE aims to:

- reduce drug crime and drug-related crime;
- reduce organised crime;
- improve public health; and
- improve public amenity.

Trial implementation of the framework

In developing the model framework, the AIC undertook a limited trial implementation within two DLE jurisdictions – the Australian Customs and Border Protection Service and two Local Area Commands within the NSW Police Force. The two trial sites attempted to address different aspects of the implementation process, in order to assess:

- the utility of the framework
- the capacity of the model process to be adapted to different settings and requirements.

This phase of the project yielded limited but encouraging evidence that the model framework and the recommended implementation processes were sufficiently relevant and robust to potentially account for the outcomes of the many different levels of DLE in Australia.

Feasibility testing of the framework in the field

Following a presentation on the model DLE performance measurement framework to the 2007 Conference of Commissioners of Police for Australasia and the South Western Pacific Region, the Chair of the Commissioners' Drugs Committee wrote to the AIC inviting the institute to consider developing an extension to the initial project that might address how to implement the framework more broadly across Australia. Ultimately, it was decided that this could best be achieved through a further collaboration between NDLERF and the AIC.

The overall purpose of the Stage 2 project was to:

- undertake further developmental work to refine the framework's measures and indicators;
- test the framework's feasibility in the field; and
- assist in the framework's national rollout through development of an implementation plan that identified potential long-term resourcing and reporting mechanisms.

This report attempts to fulfil the third of these purposes.

Why do we need a DLE performance measurement framework?

Limitations of traditional measures of DLE

DLE agencies, and law enforcement more generally, have collected data on their performance for many years. Traditional measures of law enforcement performance focus on: crime rates, arrests, seizures, and clearance rates.

Seizures and arrests do not tell the 'full story'

These traditional measures are simple, visible and easily understood measures of police effort, although they sometimes provide ambiguous results and do not tell the 'full story'. Essentially, they demonstrate:

- the extent to which police engage in certain types of activities
- how police allocate resources.

They have only a small amount to say in terms of the complexities of law enforcement work and the broader impacts of law enforcement effort. For example, they say little in terms of the real impact of law enforcement in producing something of value for communities, such as making communities feel safer and more secure. This was an important goal highlighted by all levels of Australian DLE personnel during detailed discussions in the first stage of this project and is increasingly reflected in the work of law enforcement agencies overseas, particularly in the UK and in the USA. It is also a fundamental shift away from the former view of law enforcement personnel that supply reduction is the only outcome relevant to DLE.

Benefits of appropriate measures of DLE

Measures concentrating on volume of crime are but one dimension among many that could be considered in the broader assessment of the quality of work done by police. Developing a range of appropriate measures that capture the complexities of police work would permit:

- a more rigorous assessment of what police actually produce for their communities; and
- informing communities of the depth and breadth of work in which modern police are engaged.

Moreover, a measurement system that produces comprehensive information for communities regarding the workings and results of their law enforcement agencies can also make citizens feel more accounted to and can let them assess whether agencies are making good use of public funds, something they are entitled to do as taxpayers.

Performance measurement is the basis upon both operational and strategic decision-making can be made and a justification for seeking additional resources

Aside from addressing community expectations, measuring performance is a fundamental component of effective program management in the contemporary law enforcement landscape and has formed an important part of wider public sector reforms over at least the past 10 to 15 years.

Both private and public sector agencies are increasingly required to demonstrate continuous improvements in their performance, which requires a sound understanding of past and present performance, so that informed action can be taken to ensure that organisational goals are achieved. If performance measurement systems are linked to key accountability structures within agencies, then they help to produce behaviours at all levels that are geared toward the achievement of goals and objectives.

An effective performance measurement framework assists an agency to identify its desired goals, prioritise its actions and understand their impact on future performance. It does this by:

- linking strategic goals, objectives and priorities across an agency;
- enabling progress against goals and objectives to be monitored;
- linking individual actions and policing performance; and
- helping integrate national initiatives and local policing priorities.

When viewed in this way, it can be seen that performance measurement goes well beyond measuring outputs for the sole purpose of providing accountability or using data for retrospective analysis and record keeping. Rather, it can be seen as a basis upon which both operational and long-range strategic decision-making can be made and as justification for expending and seeking additional resources.

Who is responsible for performance measurement and who uses it?

Responsibility for performance measurement lies with all DLE staff, from agency executives through to operational personnel, irrespective of whether they are performance measurement ‘specialists’ or not. For performance to be managed effectively, it requires everyone to understand their own particular role and contribution. Ideally, it should link agency strategic goals and objectives to the work of support departments (for example, agency intelligence functions), local-level units, and the actions of teams and individuals. It relates directly to what any member of staff is required to do in the ordinary course of their role. Individuals, teams and work units should be actively rewarded for incorporating use of the performance measurement framework in their work. For instance, this could be achieved through recognition in individual, team and unit performance assessments.

Responsibility for performance measurement lies with all DLE staff

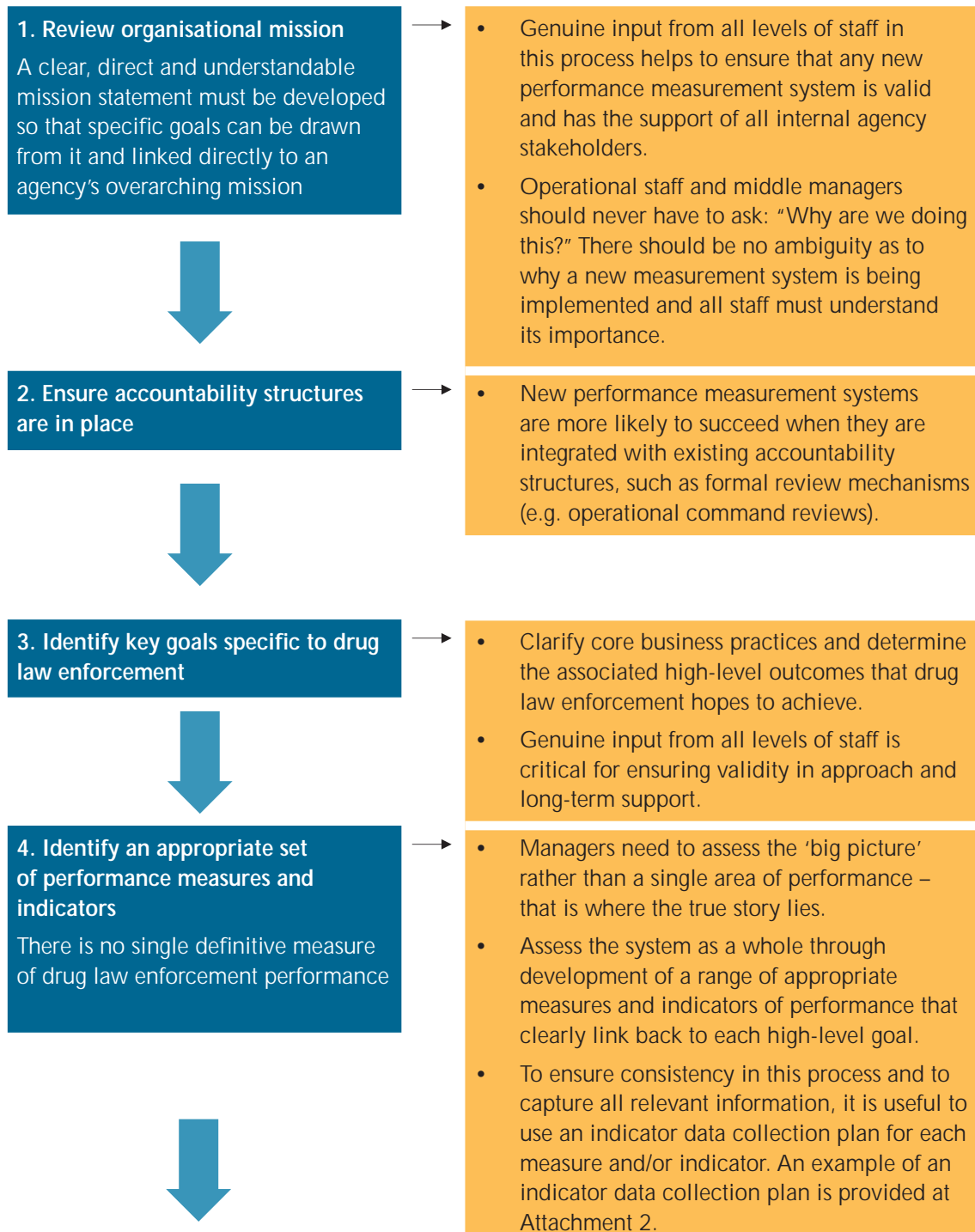
The table below outlines key DLE roles and uses of performance measurement for agency executives, middle managers and operational staff. The examples provided are not exhaustive, but provide a basis for starting the process of building an operational system.

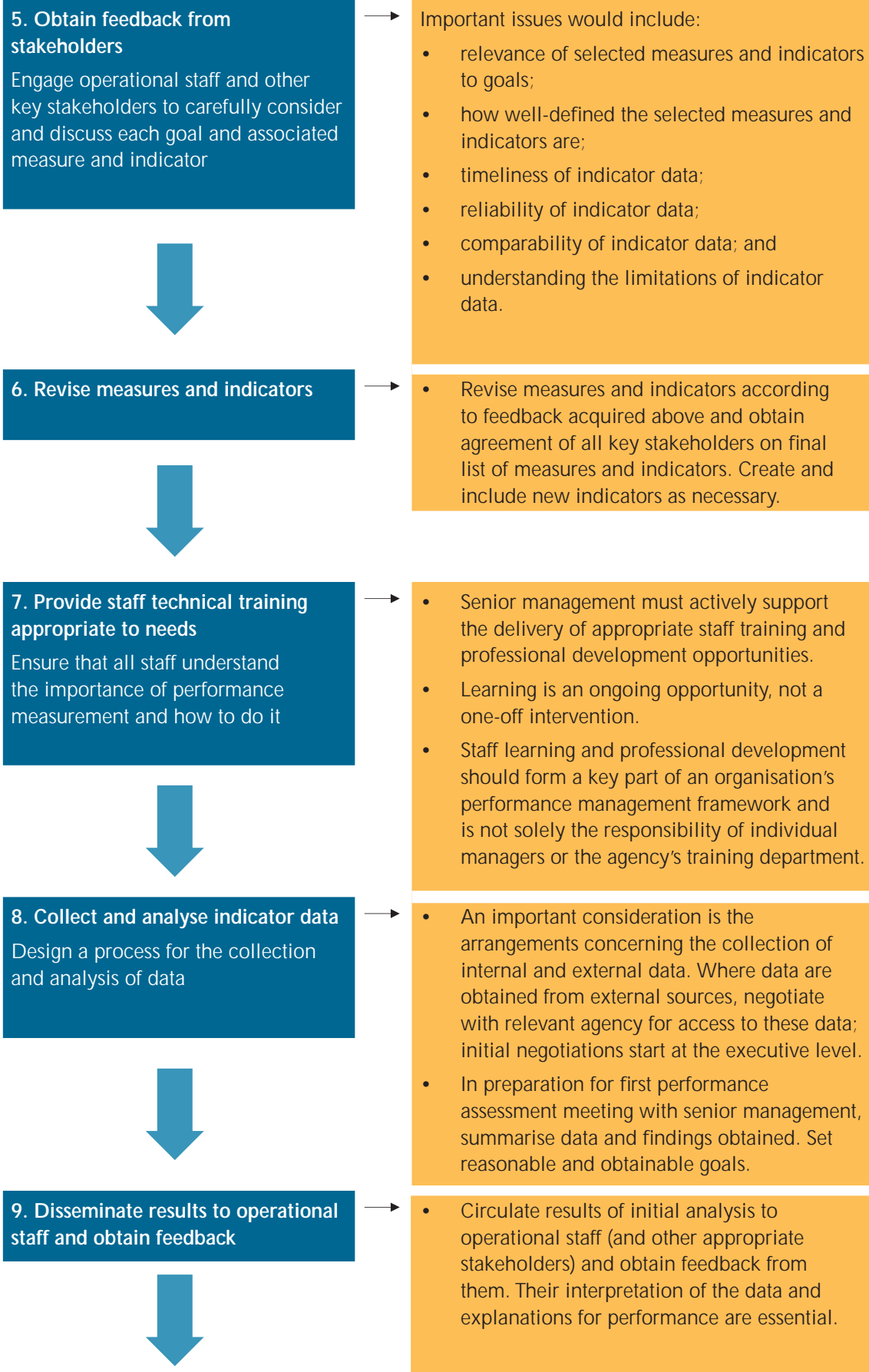
Who	Role	Use
Executive	<ul style="list-style-type: none"> Drive use of effective DLE performance measurement Oversee formal review processes Provide constructive feedback to program managers and operational staff concerning performance Provide adequate resources to ensure operational staff can improve their performance 	<ul style="list-style-type: none"> Account to key stakeholders (for example, the minister, parliament and the public) on DLE expenditure Develop effective DLE strategic priorities and directions
Middle managers	<ul style="list-style-type: none"> Direct oversight of performance measurement implementation Provide the executive with a summary of performance during formal review processes, including performance successes and also the areas that require further attention Feed any relevant information from the formal review processes to operational staff Ensure that resource deployment is appropriate and based on DLE performance findings Ensure that staff are provided with appropriate and timely performance measurement training, including ensuring staff understand the importance and purpose of DLE performance measurement 	<ul style="list-style-type: none"> Account to agency executives Develop effective DLE strategic priorities and directions at the program level Assist to ensure that resource deployment is appropriate and based on DLE performance findings

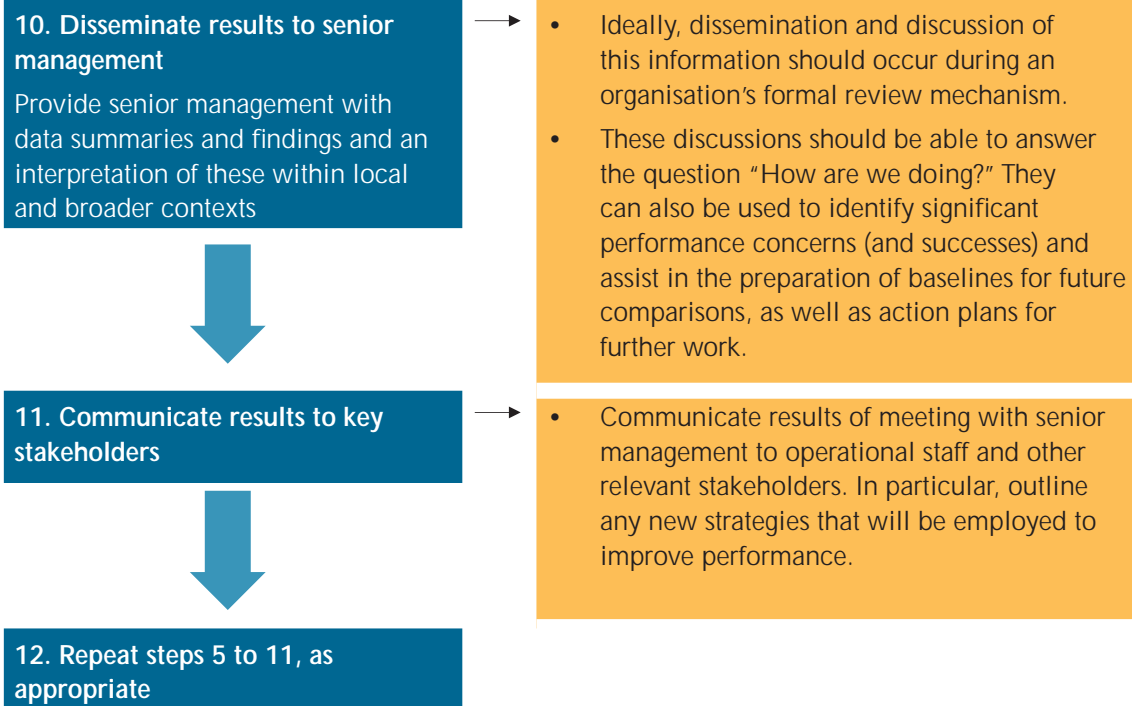
Who	Role	Use
Operational staff	<p>Report timely, accurate and complete performance data to middle managers</p> <p>Report performance concerns to middle managers</p> <p>Provide middle managers with a summary of performance during formal unit-level review processes, including performance successes and also the areas that require further attention</p> <p>Willingly engage in training as required/necessary</p>	<p>Ensure that indicator data are fed into tactical and strategic planning DLE activities</p>

How do we implement a performance measurement framework?

There are a number of critical steps to developing and implementing an effective law enforcement performance measurement system. Detail of these steps is presented in Foundations for an effective performance measurement system for drug law enforcement (Willis & Anderson 2010). The following is a brief summary:







Timeframe for the framework implementation

The following is a timeframe for national rollout of the DLE performance measurement framework, which is based on previous similar experiences in Australia. Implementation considerations should include (but not be limited to):

- training requirements;
- data accessibility (particularly data obtained from third parties); and
- technical abilities (both staff and existing IT infrastructure).

Key implementation components	Timeframe
In-principle support of DLE agency executives to adopt the DLE performance measurement framework	Within 3 months of report publication
Adoption and use of suggested drug law enforcement indicator data	Within 12 months of report publication
Engagement with, and support of, third party data providers (e.g. jurisdictional health agencies)	Within 24 months of report publication
Evaluation of framework in practice (e.g. internally and externally conducted)	Within 36 months of report publication

How much will it cost to implement the framework?

Implementation of the DLE performance measurement framework should be cost-neutral, providing there are no significant information technology issues that need to be accommodated. It is noted that project fieldwork demonstrated that jurisdictions already capture much of the suggested indicator data, although informally and in some cases unsystematically. However, it is also recognised that DLE agencies may wish to upgrade or change current practices. Where this is the case, there may be some additional resourcing requirements.

Communicating the importance of the framework

Communication plays a central role in ensuring an agency's vision and corporate objectives are understood by staff and other key stakeholders. Effective internal communication is essential if an agency is to generate commitment to performance improvement. It is critical that the appropriate materials are used to communicate the right message, to the right people at the right time. It is also essential that each individual within an agency understands what their particular role and responsibilities are and how these contribute to the delivery of team, unit and agency-wide priorities.

Effective internal communication is essential if an agency is to generate commitment to performance improvement

Below is a list of key considerations when developing a communications plan or strategy. The examples provided are a guide only. Individual agencies may have other communication issues that need to be factored into their plans. These examples are adapted from the UK Home Office's publication *Improving performance: a practical guide to police performance management* (2008).

What is your message?

What are the main benefits of the framework and who will drive its implementation? Be specific to your audience, don't overwhelm people with information, and remember that statistics may not ignite the imagination of all staff.

Who do you need to communicate to?

What are the different groups that need to be reached?

How are you going to communicate?

What vehicle will you use, e.g. seminars, posters, team meetings? Do you need to consider specific methods to ensure that your message is accessible to all staff? If you are relying on indirect forms of communication, consider how each link in the process of disseminating the information works, to ensure that the key messages are not lost. You will usually need to use several different methods of communication to reinforce the message.

When are you going to communicate?

Do different messages need to be communicated to different groups in a particular order to ensure understanding? Do messages need to be repeated over time, or disseminated via new channels to be reinforced?

How will you know that the message has got across?

Think about how you can assess the effectiveness of the strategy. What evaluation methods might be effective with this audience and approach?

Additional questions that may need to be answered could include, for example:

- are there any assumptions?
- what is the agency's or unit's overall strategic focus?
- what is the current culture?
- what has been the previous communications approach?
- what are the current communications tools?
- is there a communications timeline?
- what risks and issues might there be? and
- have you identified all of your stakeholders?

It may be useful to develop a formal stakeholder engagement register that is distributed to all staff. This will ensure that all staff have an understanding of the various roles and responsibilities of key stakeholders. An example of a stakeholder register is provided at Attachment 3.

Managing transition and change

Change management is about people – understanding how their current roles and responsibilities may be impacted upon by the intended change. While it is well recognised that imposing change within workplaces does not necessarily result in effective uptake and longer-term efficiencies, with adequate executive support (including structured input and a realistic understanding of the time taken to adopt new practices) a successful transition is more likely to occur. The key elements of effective change management include:

- understanding the impacts of change;
- ensuring appropriate training is identified and implemented; and
- implementing effective communications that provide a clear road map forward and ensure everyone is clear about how the changes affect them, what new skills they need and how to create collective ownership of outcomes.

Change management is about people – understanding how their current roles and responsibilities may be impacted upon by the intended change

Impact on DLE agencies

Implementation of the framework will inevitably result in certain changes to the way DLE agencies undertake their performance measurement duties and report to key stakeholders. While it is intended that there be minimal disruption to the way agencies manage their performance, there are likely to be impacts in terms of (for example):

- stakeholder relationships (both internal and external);
- training needs;
- data collection methods;
- changes to data security (especially in terms of data obtained from third parties); and
- risks and issues identification.

Potential training requirements

The training needs of each DLE agency will differ depending on the skills and abilities of current staff, as well as the different technical infrastructure within each jurisdiction. Where possible, it is recommended that training be built into existing organisational training frameworks. The following are some suggested training needs for three different levels of DLE.

Group	Potential training needs
Performance management staff	<ul style="list-style-type: none"> Statistical analysis techniques Analytical presentation techniques Spreadsheet software skills Performance management software specific training Data collection and management
Group	Potential training needs
Senior officers	<ul style="list-style-type: none"> Data interpretation Developing performance measures Using performance measures effectively Identifying opportunities for improvement
Other law enforcement personnel	<ul style="list-style-type: none"> Measuring performance Monitoring performance Identifying opportunities for improvement Data analysis Data presentation

Source: Adapted from Police Standards Unit (UK) (2004)

Communication

Effective communication is a critical aspect of any change management exercise. Key elements of communication have been outlined above.

Evaluation

It is recommended that the DLE performance measurement framework be evaluated at an agreed time, once it has been fully implemented. The exact type of evaluation (e.g. whether process and/or outcome focused) will be determined at a future time, once stakeholder input is provided.

Key challenges for national implementation

There are always challenges implementing a new system. While the framework articulates a formal means of reporting DLE performance and enhances the range of measures that DLE agencies already use, it is acknowledged that there may be obstacles to its national uptake. Aside from the challenges highlighted in the section on change management above, key issues that may hinder implementation and that will need careful consideration are likely to revolve around data collection, information technology (IT) systems and a full understanding (particularly among senior managers) of what the framework is actually intended to achieve. The following outlines key challenges that may arise and their possible solution.

Theme	Challenge	Solution
Data collection	<ul style="list-style-type: none"> Perception that data collection will be too time-consuming Little or no understanding of where the framework fits in with normal work responsibilities 	<ul style="list-style-type: none"> Agencies already collect many of the indicator data that are outlined in the framework The framework simply formalises what agencies are already doing and assists to standardise the capture, use and reporting of these data Suggestions about how to obtain third party data (for example, public health data) are provided in Attachment 3 of Willis and Anderson (2010) Reporting and accounting for performance occurs through formal review processes (for example, Operational Command Reviews and COMPSTAT processes). It is recommended that discussion of performance against the framework indicators is aligned with/fed into these processes

Theme	Challenge	Solution
	<ul style="list-style-type: none"> • Little or no understanding of best practice methods for collecting data, storing and using data 	<ul style="list-style-type: none"> • There are many useful publications produced for a law enforcement audience that provide law enforcement practitioners with helpful guidance on data collection methods (for example, see Roberts D J 2006. Law enforcement tech guide for creating performance measures that work: a guide for executives and managers. Washington DC: Office of Community Oriented Policing Services. http://www.search.org/files/pdf/PMTECHGUIDE.pdf.) • Ensure that data collectors understand how they are to collect required data. Where data collection forms are used, ensure that those who collect the data are involved in the development of those forms so they understand what is being collected and why
IT systems	<ul style="list-style-type: none"> • No IT systems in place to collect and collate third party data 	<ul style="list-style-type: none"> • Establish an IT interface to collect and collate data. In some cases it may be as simple as developing a spreadsheet where data can be uploaded to existing systems • Tailor systems to minimise paperwork • Allow local area commanders (not just central office staff) access to data so they can undertake the collation and analysis that meets their needs and requirements
Senior managers	<ul style="list-style-type: none"> • Limited understanding of what the important issues or questions are in relation to DLE 	<ul style="list-style-type: none"> • The framework defines the key issues of importance to DLE. It assists senior managers to ask the right questions of middle managers and operational staff in formal review processes • The framework provides DLE at all levels with an accountability tool that can be used to justify expenditure and seek additional resources • Identify change agents that can assist to clarify individual roles and responsibilities. This is important in the initial implementation of the framework, but also its ongoing use

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Attachment 1: Model drug law enforcement performance measurement framework

Performance measures	Performance indicators	Available data sources
High level outcome: Reduced drug crime and drug-related crime		
Trends in illicit drug detections/seizures	Number of illicit drug detections/seizures by drug type	Law enforcement databases
Trends in weight of illicit drug detections	Weight of illicit drug detections/seizures by drug type	Law enforcement databases
Trends in illicit drug arrests	Number of illicit drug traffic/supply arrests by drug type Number of illicit drug possession/use arrests by drug type	Law enforcement databases
Trends in illicit drug street prices	Median street price of illicit drugs by drug type	Law enforcement databases
Purity of illicit drugs	Median purity of illicit drugs by drug type and/or Number/proportion of people who perceive the purity of illicit drugs to be 'high' by drug type	Illicit Drug Reporting System (IDRS) Law enforcement databases
Perceived availability of illicit drugs	Number/proportion of people who perceive the availability of illicit drugs to be very easy/easy by drug type	IDRS
Changes in where users obtain their drugs	Number/proportion of users who sourced their illicit drugs the last time from: <ul style="list-style-type: none"> a house/flat a public building home delivery on the street/outdoors. 	Drug Use Monitoring in Australia (DUMA)

Performance measures	Performance indicators	Available data sources
Changes in where users obtain their drugs continued	<p>Number/proportion of users who contacted their drug supplier the last time by:</p> <ul style="list-style-type: none"> calling them on a mobile calling them on the telephone visiting a house/flat approaching them in public obtaining drugs through a third party being with them already. <p>Number/proportion of users who got their drugs the last time from:</p> <ul style="list-style-type: none"> a regular source an occasional source a new source. <p>Number/proportion of users who got their drugs the last time from a location different to the arrest location</p>	
Changes in trafficking modes	<p>Number and weight of illicit drug detections/seizures (by drug type) that were trafficked via:</p> <ul style="list-style-type: none"> air cargo sea cargo air passengers/crew sea passengers/crew postal services. 	Customs' 'Druglan' database
Trends in robberies	Number of people arrested for armed/unarmed robbery	Law enforcement databases
High level outcome: Reduced organised crime		
Trends in weight of illicit drug detections	Weight of illicit drug detections/seizures by drug type	Law enforcement databases

Changes in trafficking modes	Number and weight of illicit drug detections/seizures (by drug type) that were trafficked via: <ul style="list-style-type: none"> • air cargo • sea cargo • air passengers/crew • sea passengers/crew • postal services. 	Customs' 'Druglan' database
High level outcome: Improved public health		
Trends in the frequency of illicit drugs consumed by drug type	Number/proportion of people who used illicit drugs in the past month by drug type	DUMA IDRS
Trends in drug-related deaths	Number/proportion of people who consumed illicit drugs more than three times a week by drug type	Jurisdictional health agencies Australian Institute of Health & Welfare (AIHW)
Trends in drug-related emergency department presentations or hospital separations	Number/proportion of drug-related emergency department presentations (or hospital separations) by drug type	Jurisdictional health agencies AIHW
Trends in ambulance attendances at overdose	Number/proportion of ambulance attendances at overdose by drug type	Jurisdictional health agencies
Trends in clients participating in drug treatment	Number/proportion of clients in drug treatment by drug type	Jurisdictional health agencies AIHW
High level outcome: Improved public amenity		
Trends in level of safety felt by the community	Number/proportion of people who feel safe/very safe walking/jogging locally after dark	National Survey of Community Satisfaction with Policing (NSCSP)
Trends in community concern about the 'drug problem'	Number/proportion of people who think that illegal drugs are a major problem/somewhat of a problem in their neighbourhood	NSCSP

Note: 'illicit drugs' includes precursor chemicals, as appropriate

Attachment 2: Example of an indicator data collection plan

Strategic goal	Reduce drug crime and drug-related crime
Performance measure(s)	Trends in illicit drug detections/seizures Trends in illicit drug arrests Trends in weight of illicit drugs Trends in armed/unarmed robberies
Data collection	Hypothetical Police Operating Data System (HPODS)
Data custodian(s)	Hypothetical Police Service
Contact details	Joe Bloggs Analyst, Statistical Unit Hypothetical Police Service Ph: (01) 12345678 Email: joe.bloggs@hps.gov.au
Data format	(for example) Unit of measurement = criminal incident; unit of time = date of reporting/detection; offences classified according to the Australian Standard Offence Classification – Second Edition (ASOC – Second Edition) issued by the Australian Bureau of Statistics (ABS, 2008, Cat. No. 1234.0)
Smallest geographic level	(for example) State, Postcode (statistical divisions & subdivisions of Hypothetical Jurisdiction as defined by ABS), Street/Building
Years referenced	(for example) HPODS introduced in 1998; previous system dates back to 1985
Data collection frequency	(for example) Data are entered daily by police officers for each criminal incident reported to, or detected by, Hypothetical Police Service
Reporting processes/frequency	(for example) Data are saved daily at the Police Data Warehouse. Data feeds into the Recorded Crime Database maintained by the Australian Bureau of Statistics and the Australian Intelligence Database maintained by the Australian Crime Commission.
Access/security issues	(for example) Requests for recorded crime statistics should be made through Statistical Unit, Hypothetical Police Service. Statistical Unit can extract specific information according to the request made. Standard requests for data are available at the level of postcode. Standard requests have a timeframe of 10 days to process but usually take just a couple of days
Cost	(for example) There are no costs for requests made by staff within the Hypothetical Police Service. A fee of \$100 per hour is charged for external data requests
Data reliability/limitations	(for example) 'Drug related' field not consistently filled in by police officers. Drug weights are an estimate only. Building/Street level data can be unreliable because it is entered as text and subject to variability in the spelling of street names

