CRIMINAL JUSTICE COMMISSION
QUEENSLAND

Report of the Committee to Review the Queensland Police Service Information Bureau

January, 1992

CRIMINAL JUSTICE COMMISSION
QUEENSLAND

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Sir Max Bingham QC
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Dear Sir Max

The Committee of Review of the Queensland Police Service Information Bureau hereby furnishes you with its Report.

Yours faithfully

D. B. Chant

Associate Professor David Chant
Chairman
Committee of Review of the Queensland Police Service Information Bureau

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EXECUTIVE SUMMARY AND SPECIFIC RECOMMENDATIONS

The Committee of Review of the Queensland Police Information Bureau was established by the Criminal Justice Commission in early 1991 in response to a recommendation of the Commission of Inquiry. The role, functions and inadequacies of the Information Bureau were critically examined by the Commission of Inquiry which recommended in its report that the Police information systems be comprehensively reviewed with the help of a group of specialised external consultants.

The Committee included a number of academics and representatives of the Queensland Police Service, the Criminal Justice Commission, and the Government Statistician's Office.

The primary aim of the review was to assist the Queensland Police Service to improve its information capability. The Committee's terms of reference required it to examine the following issues:

- legislation affecting the functioning of the information bureau;
- the use and integration of information systems within the Queensland Police Service;
- the development and operation of statistical systems within the Police Service;
- the levels of staff and resources required for the information bureau;
- the dissemination policy of the information bureau;
- an appropriate cost effective charging policy; and
- a system to ensure confidentiality and security of data.

The Committee sought information from a wide range of sources in preparing its report. It visited the Information Bureau and spoke to staff there to determine the structure and functions of the Bureau. The Committee also visited a number of busy metropolitan Police Stations to examine the initial collection of data and to ascertain the operational requirements of police in the field.

Representatives of the Committee visited all mainland states to discuss current practices and to view and evaluate existing information systems, holding discussions with Police Services and other criminal justice organisations.

The Committee identified four major deficiencies in the operation of the Information Bureau's functions:

1. inadequate access to Queensland Police Service computer resources;

2. lack of integration of computing resources;

3. poor co-ordination between the needs of operational police and information systems; and

4. limited dissemination of data held by the Information Bureau.

The Committee concluded that a number of the functions of the Information Bureau could be decentralised, however there was a need to retain a centralised information bureau as an independent organisational entity with an enhanced profile. The objectives of the "new" Information Bureau should include the following:

- to provide timely and appropriate information to assist the Queensland Police Service meet its mission and corporate goals;

- to provide information that adequately supports Police Service operations;

- to provide adequate training in the compilation and use of information;

- to develop and implement appropriate security and privacy safeguards;

- to provide an efficient means for exchange of data between the Police Service and other criminal justice agencies.

During its review the Committee was surprised at the ever increasing demands placed upon police resources by the Information Bureau's role in overseeing the service of warrants. After some investigation it determined that the issue of warrants, their place in the administration of justice and the role of the Queensland Police Service and the Information Bureau in their execution be comprehensively reviewed.

In the report the Committee made 29 specific recommendations. Many of these concern tranistional arrangements for the Information Bureau and are contingent on the major recommendation that proper funding be allocated to resourcing of information systems for the short term (a two year period is envisaged). It also recommended a review in December1993 of the direction and magnitude of change taken place.

The Committee recommended that:

1. The Information Bureau be represented when policy regarding the allocation of computer resources is being considered.

2. The Information Bureau be allocated a Computer Systems Officer to service the specific requirements of the Information Bureau.

3. Procedures should be established to ensure that the Bureau is kept informed of policy initiatives (such as the creation of Task Forces to target specific offences or areas) so that it can better identify potential information to support such initiatives.

4. The Police Service consider developing a spatial information system, in consultation with the Department of Lands and other interested Government Departments.

5. The Police Service continue discussions about access to administrative records with State agencies.

6. A uniform form design method be utilised and that professional assistance be sought in this process.

7. Documentation detailing the operations of the different sections of the Bureau be updated if the relevant system is not undergoing significant change in the next two years, and that all new procedures be accompanied by well-written procedural manuals.

8. The Queensland Police Service undertake appropriate consultation, both within the Service and with other agencies, in framing policies for the compilation and dissemination of official information.

9. The Information Bureau be retained as an independent organisational entity within or outside the Queensland Police Service.

10. Agreements be reached regarding the use of Departmental information by the Police Service, and that the Information Bureau should act as a central liaison point. The Committee recommends that the Information Bureau co-ordinate such data exchange, and establish guidelines for the exchange of information.

11. The appointment of the head of the Information Bureau be based on merit and suitably qualified serving or past police officers not be restricted from applying.

12. The Police Service continue to implement interim systems to provide for the immediate requirements of the Information Bureau for calendar years 1992 and 1993.

13. The Information Bureau should maximise the use of all data sources available to it and, in respect to Police Service data collections, it should have responsibility for co-ordinating data collection and data collation in order to minimise duplication and overlap.

14. The Information Bureau be given responsibility for the application of classifications used to collect data by police and co-ordinate the scope of data items collected to ensure the information obtained is fully and effectively used.

15. The Information Bureau prepare, for distribution within the Queensland Police Service, a User Guide which describes the range of information available, limitations, and possible interpretations.

16. The Commissioner of Police produce and release quarterly bulletins reporting the number and distribution of offences occurring throughout the State.

17. A system be developed, particularly in the statistics areas, that allows ad hoc queries to be readily and easily met.

18. The acquisition of new communications and computing systems be given high priority and brought forward to the earliest possible date.

19. The Information Bureau remain within the Finance and Administrative Division during the two-year period of restructuring and development.

20. A Charter for the Information Bureau be developed and adopted.

21. Either a senior, respected academic, or the senior executives of an established Information Technology consulting organisation be nominated for any Police Service committee reviewing the mainframe facility.

22. There be a full and detailed review by an Inter-Departmental Committee of the role of the Queensland Police Service in serving warrants, particularly Warrants of Commitment.

23. Facsimiles of warrants be used in the same manner within Queensland as they are in the Commonwealth.

24. The Warrant process be examined, along with the other procedures adopted with respect to warrants, and that the Police Service take legal advice as to the most resource efficient methods to be adopted.

25. The summons screen on the Police Service mainframe be redesigned and kept as a separate screen, and that new instructions be issued for its use. The Committee also recommends that outstanding summons be updated on the screen as well as Justice Department records.

26. As a matter of administrative efficiency (and irrespective of what future arrangements are made with respect to the serving of Warrants of Commitment), consideration be given to requiring the Department of Transport to check warrant indices prior to issuing driver's licenses and

motor vehicle registrations to assist in the execution of outstanding warrants.

27. There be a two-year transition period covering calendar years 1992 and 1993, and that at the end of this two year period, (December 1993), a review of the direction and magnitude of change take place.

28. Each section within the Information Bureau prepare an annual Forward Work Program that details activities to be undertaken during the year. These Forward Work Programs should contain performance indicators and be available to the Implementation Team for review.

29. An Information Bureau Advisory Committee drawn from within the Police Service be established with representation from the potential and actual users of Information Bureau data.

Location of Recommendations in the Report

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GLOSSARY

The purpose of this glossary is to provide an easy reference point for the lay reader. Computer experts may contest details of the explications.

byte -

The amount of computer memory or disk storage required to hold one character or letter.

database -

A computer machine-readable file in which selected attributes are stored in a well defined way, permitting rapid retrieval.

DOS -

An acronym from Disk Operating System. The Disk Operating System is a software program that is always present in the computer. Its role is to facilitate communications between the application software program and the hardware.

floppy disk -

A disk for the storage of data that can be read by a personal computer. Typically, floppy disks have the capacity to store the equivalent of about 100 to 500 pages of text.

gigabyte -

A byte is one character ("letter") of information. A gigabyte is about 1,000,000,000 bytes.

hardware -

This refers to physical devices, usually the computer, peripherals and communications equipment, as opposed to software, which refers to the programs that provide instructions to the computers.

imaging technology -

Devices that can scan, store and retrieve images, such as photos.

information technology -

A general label for the technology and processes designed for the collection, storage and retrieval of information in organisations.

Lancashire (Crime Recording) system -

Crime recording software developed in Lancashire, England. The central feature of the Lancashire system is that police officers phone trained data entry operators from the scene of the crime and dictate their Criminal Offence Report. The report is immediately entered into the Lancashire system using a semi-standardised vocabulary that facilitates subsequent retrieval.

local area network (LAN) -
A set of interconnected personal computers, which together form a network. Typically, LANs do not extend beyond a building.

mainframe -
A large computer with considerable computational and storage capacity.

micro-computer -
A synonym for personal computer or PC.

network -
A set of interconnected computers that may share access to common database. Typically, a network comprises one central computer (the "server"), and a set of less powerful computers linked to it.

open systems -
This is an ambiguous term, but generally refers to the capability of software to run on the hardware of different vendors and on different platforms of the same vendor. Thus it is possible for software to run in any environment--mainframe, minicomputer, workstation, or personal computer.

personal computer -
Personal computers which are also known as PCs, are relatively small, desktop computers, which may be used for word processing, spreadsheets and database management. Originally, personal computers were designed to stand-alone; however, personal computers may be networked together to form a local area (LAN) or a wide area-network (WAN). In addition, they may be used as terminals to access mainframe computers at distant locations. The computational power of some personal computers is approaching the power of small mainframes.

PC -
Acronym for personal computer.

platform -
The latest computer jargon for a computer, particularly the hardware.

QUID -
A criminal intelligence system, written in INDEPOL, for the ICL mainframe.

software -
Computer programs that contain instructions for the computer to perform particular operations.

Unix -

An operating system (like DOS) suitable for computers ranging in size from personal computers to mainframes. Operating systems reside between the application program and the hardware. Unix is generally the preferred operating system for open systems.

INTRODUCTION

Currently the Queensland Police Service Information Bureau lacks both the resources and the corporate commitment needed for producing information to assist the Queensland Police Service. The role, functions and inadequacies of the Information Bureau were critically examined by the Commission of Inquiry (Fitzgerald Inquiry). In its report the Commission recommended that the police information system be comprehensively reviewed with the help of a group of specialised external consultants.

Commissioner Fitzgerald correctly pointed out that "Most information comes from operational police. . ." (Fitzgerald Report, 1989, p. 269). Indeed, it is the operational police officer at street-level who is the single most important component of the Police Service both in terms of producing information and using it. Adequate systems must be provided for operational police to be able to provide accurate and reliable information which is then correctly stored and available both to those operational police officers, and to management to assist in the management of resources.

The need for an effective information system cannot be overstated. In order for managers to deploy their resources to counter trends in criminal activity, they need information. They need to know what criminal incidents are occurring in their Districts and Regions; they need to know where the "black spots" are; they need to know which types of offences are causing the most problems. Without an upgraded Information Bureau - one free of many separate and duplicated systems - they are unable to adequately manage their limited resources.

The Need for Standards

The Fitzgerald Report also pointed out that the ". . . reliability and comprehensiveness is totally dependant on the individual officers who provide it. Controls over input quality and consistence are inadequate." (Fitzgerald Report, 1989, p. 269).

Any new system that is introduced must ensure that there are proper standards for the classification, input and storage of data. There must be defined rules for information recording and defined rules for information storage. Such standards must be initiated by senior management and then effectively applied to the entire Police Service. Police management must ensure that different standards do not evolve in different Districts and Regions.

Data Capture Plan

In addition to defined standards, there needs to be a defined data capture structure, which is effective from Divisions and Districts through to Regions through to Headquarters. The Police Service, in consultation with other agencies, must define exactly what information it wishes to capture, and then identify the methods by which it can be captured. If these methods do not already exist, then they must be designed and introduced. This may necessitate either the creation of new forms of data capture or the adaptation of current forms.

The Information Bureau as a Support Function

The primary role of the Information Bureau should be to store accurate information for use by other units of the Police Service. The type of information that these units require revolves around two main areas: incidents or crime offences, and people, particularly criminal histories. A necessary aspect of both of these matters will be the ability to also provide information on modus operandi and suspect generation, a link to QUID and to store court briefs, fingerprint forms, photographs, details of persons of interest, missing persons, property of interest or stolen property.

Crime Statistics

Users of Crime Statistics

Accurate, reliable and timely crime statistics are of immense value, not only to the Queensland Police Service, but also to numerous other agencies, community groups and individuals. The diverse group of users of crime statistics include:

- the Queensland Police Service;
- the Office of the Minister for Police and Emergency Services;
- State Government departments, e.g. the Attorney-General's Office, Department of Justice and Corrective Services, Department of Family Services and Aboriginal and Islander Affairs, the Government Statistician's Office, etc.;
- Members of Parliament;
- the Criminal Justice Commission;
- the Judiciary;
- the public;

- the media;
- academics, researchers and students from colleges and universities;
- private commercial organisations, including security firms, insurance companies, industry organisations;
- community groups;
- libraries;
- other State and Commonwealth agencies;
- overseas users - Embassies, High Commissions and Consulates, academics and scholars from overseas universities and research institutions, Interpol, and United Nations agencies.

Quality of Crime Statistics

The Fitzgerald Report identified a number of deficiencies in statistics produced by the Police Department. The Report observed that the nature and presentation of statistics by the police did not inform the people of Queensland about the level and seriousness of the crime problem in the State; that the artificial grouping of offences gave a false understanding of the incidence of crime; and the system lacked adequate controls over data input quality and consistency. The Criminal Justice Commission, during the last 18 months, has faced considerable difficulties in completing a number of projects because of the lack of accurate and timely crime statistics.

Statistics must be carefully and systematically defined. Reliable statistics to police officers should be offence based, incident based, and victim based. For these to be useful, the methods of counting incidents, offences and victims must be accurately defined and adhered to. It is noted that from time to time methods and reasons for counting statistics may change. The system that is put in place must therefore be flexible. Statistical questions not anticipated today may be asked tomorrow and the system must have the capability of being able to answer those questions. Police boundaries, for example, have changed in the past and will probably change in the future. Any storage of particular data in respect of offences or incidents, people, offenders or victims must therefore be recorded in such a way that the system can be adapted to cope with changes in boundaries. Consideration could be given to storing information by street address and/or the Census Collector's Districts, or to overlaying geographical data and street maps together with the above information in order that boundaries can be re-defined and so that the system will be sufficiently flexible to recognise new definitions.

Uses of Crime Statistics

An exhaustive list of users of crime statistics has been set out above. It is very important to describe in what ways information and data produced by the Police Service could be of assistance to the Service itself and to other users. It is with this objective in view that the present section explains the use of statistics by the Queensland Police Service and research use by various users.

1. *Use of Statistics by the Queensland Police Service for Operational and Management Purposes*

   The goals of the Queensland Police Service as defined in its Annual Report of 1991 are:

   - To enhance the safety of people in Queensland.
   - To prevent crime.
   - To investigate and solve crime.
   - To improve the effectiveness, efficiency and accountability of the police organisation.
   - To enhance professionalism of the Police Service.
   - To restore public confidence in the Queensland Police Service.

   In order to meet these goals effectively the Queensland Police Service requires effective management in all aspects of its operations. Crime statistics could be of value to police management and operations if they were to employ them for purposes of planning, allocation of resources and evaluation of effectiveness. For example accurate, reliable and timely crime statistics will help police administrators to:

   - know the volume and kind of counteraction necessary to contain or reduce criminal behaviour;
   - determine the extent of population involvement in crime - i.e. whether many criminal acts are committed by few persons, few acts by many persons, many by many or few by few. This kind of measurement provides data for making rational decisions in developing methods of engineering a crime control system and whether to focus control resources at the beginning or end of a police-to-prison continuum;
   - locate the major social areas of criminal activity. That is, it is necessary for purposes of control and reduction to know precisely the age, sex and other social attributes of the population that have a disproportionate share of involvement in crime;

- plan and project. Because various major features of a culture are intricately interrelated, any one of the them (such as crime) may have enormous systematic effects upon others. In order to determine effects which crime and criminals may have upon other aspects of culture and upon the future, knowledge of the present activities of criminals is necessary;

- measure the efficiency and effectiveness of prevention and deterrence programs such as community action, police activities, sanctions imposed by private or judicial practice;

- measure the efficiency and effectiveness of police activities *in toto.*

2. *Uses by other Individuals and Organisations for Research Purposes*

Systematic collection and dissemination of criminal statistics will facilitate research which will help to:

- provide a set of empirical variables upon which scientific theories of human behaviour may be based;

- provide data for testing operational hypotheses about the causes of crime as a social and institutional process, and criminal behaviour as a reflection of, or a reaction to, the social system;

- measure the impact of ancillary social variables on deviance (such as economic conditions, technology, TV, automobiles, alcohol, weapons, etc.);

- know the extent to which the parameters of freedom of movement in a democratic society are restricted or otherwise impaired by criminal assaults on persons and damage to property of its citizens;

- compute the cost of criminal deviance in terms of injury inflicted on the community, and maintaining police, judicial and correctional agencies;

- understand the biases, if any, in the processing of disadvantaged communities.

Since its establishment the Criminal Justice Commission has received numerous requests and inquiries for accurate, timely and disaggregated crime statistics for the State of Queensland in particular and for specific areas. Such requests and inquiries have originated from a diverse groups of users (mostly listed above) and the type of data required most often can be roughly summarised as follows:

- number of offences reported/becoming known to police, number of offences cleared and number of arrests made by type of offence.

The offences on which data are required most often are:

- homicide, assault, rape and sexual assault, robbery, burglary, break, enter and steal, drug offences, vandalism, etc.

For all these, the disaggregated information required relates to the involvement of population of particular age, sex, occupation, employment, marital status, family background, prior criminal record of offenders, quality of neighbourhood, characteristics of victims, victim offender relationship, ethnicity, education, etc.

Furthermore, in recent months significant interest has been shown by the community through media and certain special issues related to crime such as:

- multiple and serious killings, use of firearms, spouse assault, value of property loss/damage as a result of crimes such as robbery, burglary, etc., theft by employees, school vandalism, youth violence, group involvement in crime, computer crime, environmental violations, violations by multi-nationals, consumer fraud, drug trafficking, drug abuse, trends and patterns of criminal incidents, use of high speed pursuit by police, etc.

Major Recommendations

The key recommendation of the Committee is that the Queensland Police Service Information Bureau be retained as an independent organisational entity, with an enhanced profile within the Police Service, recognizing that the role of the Bureau is properly a Police Function. The Committee further recommends that the Bureau be located, at least for the next two years, within the Division of Finance and Administration of the Police Service.

Many of the recommendations concerning transitional arrangements for the Information Bureau appear in Chapter Four, and are contingent on the major recommendation that proper funding be allocated to resourcing of information systems for the short term (a two year period is envisaged).

It must be noted that the proper implementation of such interim systems is itself contingent on the funding of adequate Police Service communication systems.

CHAPTER ONE

BACKGROUND TO THE REVIEW

The Commission of Inquiry Pursuant to Orders in Council 1989, (hereinafter referred to as the "Fitzgerald Report") investigating corruption in Queensland, expressed substantial concern regarding the effectiveness of the Police Service Information Bureau and recommended that the Information Bureau be reviewed by the Criminal Justice Commission. Commissioner Fitzgerald, Q.C., said that:–

> "The level of community awareness about the seriousness of the crime prevention and control problem has been masked by the nature and presentation of Police Department statistics in recent years."
>
> "Crime categories were grouped in a way which tended to artificially inflate the overall clear-up rate. This gave the reader a false understanding of the incidence of crime and the performance of the Police Department in its prevention and control."
>
> "The facts are that the fight against crime has been a losing battle and the crime statistics published by the Police Department for more than ten years have tended to hide the state of crime within our society."
>
> "Comprehensive, accurate information is essential to combatting crime, especially organised crime. Yet our national system of sharing and acting on intelligence about crime is hopelessly inadequate."
>
> "Most information comes from operational police, and accordingly its reliability and comprehensiveness is totally dependant (sic) on the individual officers who provide it. Controls over input quality and consistency are inadequate."
>
> (Fitzgerald Report 1989, p. 157, 157, 161, 168, 269.)

Following its creation, the Criminal Justice Commission established a Committee of Review of the Queensland Police Information Bureau (hereinafter referred to as the Committee) to conduct a review of the Information Bureau, particularly its information systems. (A copy of the terms of reference of the Committee constitutes Appendix I. The membership of the Committee is recorded in Appendix II). The Criminal Justice Commission indicated to the Committee that the review should be a co-operative venture with the Police Service; and that its primary aim was to assist the Police Service to improve its information capacity.

The decision to review the Information Bureau and its information systems reflects the Criminal Justice Commission's concern that without access to comprehensive information systems, the Police Service's ability to adequately serve the community is impaired. The inclusion of academics and representatives of other agencies in the Committee was primarily to seek independent input on the types of, and means by which information is to be collected, processed, stored and disseminated by the Information Bureau.

During the past 12 months the Commissioner of the Queensland Police Service has identified several instances where lack of timely and adequate information has affected his ability to provide quality advice to the Government and direct his resources in the most effective way. The Commissioner has publicly expressed his concern about the existing systems, claiming that he is unable to provide up-to-date advice about the incidence and distribution of offences reported within Queensland. This in turn limits his ability to respond to emerging or changing requirements for allocation of police services. It is recognised that information about offences, offenders and suspects is critical to the effectiveness of operational police.

Substantial changes have occurred within the Queensland Police Service since the Fitzgerald Report was presented in 1989. Among these changes has been the appointment of a new senior management team including civilian directors and managers, which reflects the need for specialised and professional senior managers to administer information and research functions in a modern police service. Such a change necessitates the realignment of priorities and the review of systems. Inevitably there will be debate and disagreement regarding new priorities and directions; the possible future shape and role of the Information Bureau has already been a focus of such debate.

Visit to Other States

In preparing this Report, Committee members sought information from a wide range of sources. Representatives of the Committee visited all mainland States to discuss current practices and to view and evaluate existing information systems. In total, discussions were held with eight police services and other criminal justice organisations. A list of these organisations is provided in Appendix III. The purpose of the visits was to seek information in the following broad areas:

- The functions, staff, physical resources and volume of transactions of Information Bureau analogues in other States.
- Description of different local systems in operation.
- Efforts to standardise data definitions to enable comparability and exchange of data among the States.
- Compatibility of information/statistics systems across Government Departments.
- Dissemination of information on crime.
- Executive information systems.
- Constraints, if any, imposed by legislation.

- Cost-effective charging arrangements.
- New directions.

One result of these visits was to confirm the view that the Queensland Police Service must exploit fully the opportunities that exist for the integration of information systems. Systems developed within the Police Service must be compatible with each other, and ideally, compatible with systems developed in related organisations. Ultimately, there must be adherence to a consistent data model across the information systems used by the Police Service and related organisations. Some urgent initiatives can be undertaken using available resources and can be achieved within the existing Police Service budget, and these should be implemented forthwith. Such initiatives must be compatible and able to be integrated with future information systems.

The Committee was mindful of the financial constraints within which the Queensland Police Service must frame its future policies and programs. However, the Committee's view is that adequate resources must be directed to Information Bureau functions in order for the Police Service to adequately meet its responsibilities.

Structure of this Report

While this Report examines some matters that tend to go beyond the objectives, administrative arrangements and functions of the Information Bureau, its recommendations are restricted to the seven issues reflected in its terms of reference.

Chapter Two contains a description of the current structure and functions of the Information Bureau, and identifies several deficiencies in its current operations.

Chapter Three describes the characteristics of an Information Bureau which, in the Committee's view, are necessary to meet the objectives of the Queensland Police Service.

Chapter Four suggests future action in the short and long term, including the transition from the present situation to one more in accord with the characteristics described in Chapter Three.

Chapter Five discusses the role of the Queensland Police Service in serving warrants.

Chapter Six deals with proposed implementation, evaluation and advisory arrangements to ensure that Information Bureau functions are addressed adequately.

CHAPTER TWO

FUNCTIONS OF THE INFORMATION BUREAU

This Chapter outlines the structure and functions of the Queensland Police Service Information Bureau. The following description may be taken as an accurate reflection of the state of affairs early in 1991; a state of affairs that, for the most part, is still the case. Some changes within the Information Bureau, which occurred during the course of the Committee's investigation, have superseded some of the processes described here. One difficulty the Committee encountered in building a composite picture of the Information Bureau and its procedures was the lack of adequate documentation. Many procedures are communicated by word of mouth. When documentation does exist, there are discrepancies among these documents.

Overview of the Information Bureau

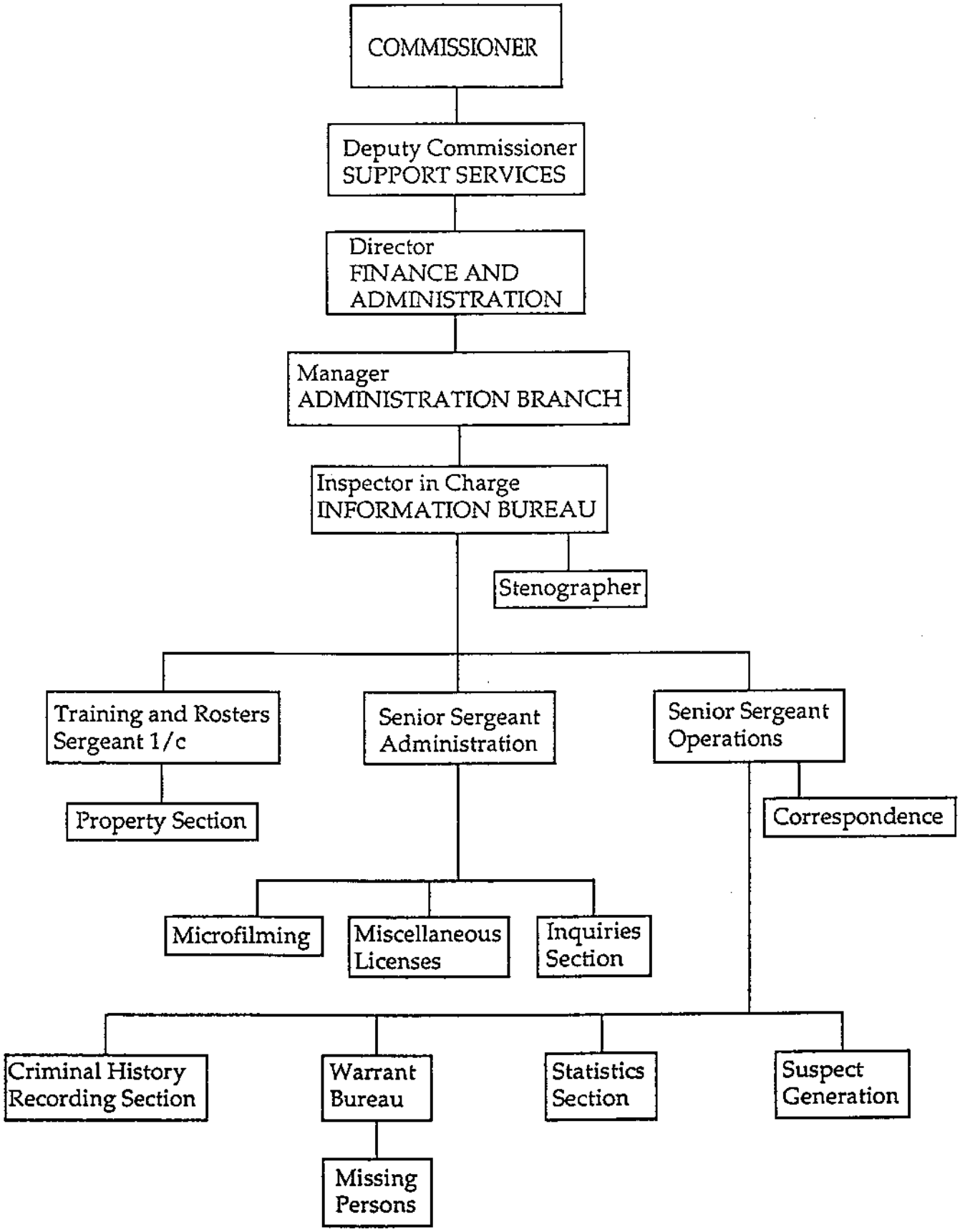
The Information Bureau of the Queensland Police Service, located at the Police Service's headquarters, has operated for at least the past quarter century. The Information Bureau is part of the responsibilities of the Director, Administration and Finance. The Information Bureau is administered by a commissioned officer (Inspector), and has an approved staffing level of 104, consisting of 38 police officers and 66 public servants. Figure 1 shows the position of the Information Bureau within the Queensland Police Service organisational structure, and the organisational structure of the Information Bureau.

Currently, the expenditure of the Information Bureau is about $2.3 million per annum for salaries and allowances (including overtime) and $50,000 for stores, equipment and freight. These figures are deceptive. The Information Bureau imposes additional costs in the form of externalities; that is, hidden costs that are incurred every day at police stations throughout Queensland as police officers spend time completing forms to satisfy the requirements of an antiquated crime recording system. These costs include the costs of paper, printing and staffing. Consequently, any improvements in efficiency in the Information Bureau, while perhaps not showing up in its budget, will generate significant efficiency and productivity gains throughout the Police Service.

Functions of the Information Bureau

This Section is based on material provided to the Committee by the Queensland Police Service in an internal document *Functions of the Information Bureau.* The Committee recognises that several amendments have been made to the functions and operations of the Information Bureau since the preparation of this document.

Figure 1
An Organisational Chart of the Information Bureau



The Information Bureau receives information in one or more of the following forms:

- Criminal Offence Reports. The Criminal Offence Reports (Form QP10) are completed by police officers, usually based on details from their notebooks, and contain a summary of facts relating to an alleged offence. A sample Criminal Offence Report form is contained in Appendix VII.

- Court Briefs. A cover sheet (Form QP 9) and supporting documents containing the particulars of the offence, charges, summary of facts of the alleged offence and description of the defendants.

- Fingerprint Forms. When an arrested person is fingerprinted at the Watch house, a Fingerprint Form (Form QP13) is made. It contains the fingerprints of the alleged offender and his/her particulars.

- Warrant Reports. A Warrant Report (Form QP20) is completed by the officer-in-charge of a station when a warrant is received. The Report indicates the location of a Warrant. The Information Bureau uses the Warrant Report to update its records.

The Information Bureau is divided into operational sections as follows:

1. Criminal History Recording Section
2. Warrant Bureau
3. Statistics Section
4. Suspect Generation Section
5. Inquiry Section
6. Property Section
7. Missing Persons Section
8. Microfilming Section
9. Miscellaneous License Section

Criminal History Recording Section

This Section maintains the Persons of Interest system, which resides on the Police Service ICL mainframe computer. The Persons of Interest system contains the particulars (name, physical description, criminal offences) of all offenders. The section updates the Persons of Interest file on the basis of different forms.

All Fingerprint Forms (Form QP13) are forwarded to this section. When a Fingerprint Form is received it is matched against the Persons of Interest System. If there is a match, the alleged offender's record is updated. If there is no prior entry, the person's name and particulars are entered on the system. The relevant photo number of the alleged offender is also entered to allow retrieval of the person's photograph from the photogallery.

When a Court Brief (Form QP 9) containing witnesses statements and supporting documents is received from the Prosecutor's Office, the person's name is checked on the Persons of Interest system and the appropriate offence code is entered.

The Prosecutor also advises if a person is remanded to appear at a later date and this information is entered. After a person has appeared before the District Court or Supreme Court, the results of committal proceedings, the relevant form, Result of Committal Processing (Form QP7A) is received and the person's name is matched against the Persons of Interest System and the appropriate adjustment made to the person's record.

The Criminal History Recording Section also has the responsibility of filing a copy (the "white" copy) of Criminal Offence Reports and Court Briefs.

Warrant Bureau

The Warrant Bureau has the responsibility of maintaining computer records on the current location of all warrants, and filing unexecuted warrants.

On 1st October 1991, the Queensland Police Service introduced new warrant handling procedures (Commissioner's Circular No. 71/91). With some exceptions, all warrants issued by a court are forwarded to the Warrant Bureau for immediate entry on to the police mainframe. The warrants are then sent to the appropriate police station for serving.

The dimensions of the workload at the Warrant Bureau are reflected in the number of warrants. Each year police serve over 100,000 warrants. Currently, there are about 162,000 warrants State-wide, of which approximately 108,000 are Warrants of Commitment; about 3,500 are Warrants of Apprehension; and 1,200 are Warrants of Execution. (In addition, there are over 8,000 Mesne Warrants, and over 4,000 are of other varied types. Some 37,000 are not designated as to their type on police records.) Clearly, Warrants of Commitment constitute the bulk of police officers workload in serving warrants.

Statistics Section

The Statistics Section is responsible for the capture of statistical data from Criminal Offence Reports and court briefs. On receipt of the criminal offence Reports, a crime classification is noted on the copies. They are then ordered chronologically according to Police Division. The operation of this Section was computerised to a limited extent in mid-1991.

Suspect Generation Section

The Suspect Generation Section is an intelligence gathering group within the Information Bureau. The role of the Suspect Generation Section is to identify suspects based upon the modus operandi of the offences, or the characteristics of the perpetrator. The Suspect Generation Section records details of break and enter offences, unlawful use of motor vehicles, sex and violence offences, armed robbery, graffiti, and some fraud offences. The modus operandi of the offences are recorded from details supplied by Criminal Offence Reports and Court Briefs. Support staff spend up to one third of their day manually searching court briefs and Criminal Offence Reports for the types of offences and offenders they will record.

The Suspect Generation Section also maintains records of the attributes of suspects, such as tattoos. In addition, the Suspect Generation Section maintains the photo gallery. The particular categories of offences and offenders being recorded follows no written policy.

Since mid-1991 the Suspect Generation Section collects data on a local network which is not accessible by the Police Service's mainframe computer. Furthermore, civilian staff cease duty at 4.00 p.m., depriving police of ready access to the information outside of "office hours".

Inquiry Section

The Inquiry Section of the Information Bureau is staffed 24 hours per day to supply information to police officers in the field for investigative and court requirements. The principal requests are for criminal histories, driver's license records, and stolen vehicle checks for Queensland and New South Wales (via the N.S.W. Police Service "Eagle" System.)

Property Section

All Criminal Offence Reports involving stolen property are checked on the Police Service's mainframe computer. Only selected property, typically high value or easily identifiable property, is entered on the Property of Interest System. This section was closed down in mid-November, 1991.

Missing Persons Section

Details of missing persons are entered onto and removed from the police mainframe computer by staff at the Information Bureau. One public servant has the responsibility of maintaining the filing system associated with this section. The public servant who maintained the missing person files also recorded stolen property onto the Property of Interest system. This latter duty is now performed by the officer-in-charge of the Miscellaneous License Section.

The Missing Persons Bureau has now taken over the Information Bureau's duties of entering all missing persons' information onto the police computer. This eliminates double handling of missing person files, which have been removed from the Information Bureau and located at the Missing Persons Bureau, Task Force.

Microfilming Section

The Police Department is placing on microfilm all Criminal Offence Reports, Court Briefs, and Criminal Histories dating from 1934. This is an on-going process to eliminate storage of all paperwork until crime recording is entirely computerised.

Miscellaneous Licenses Section

This Section processes license applications under the Second-hand Dealers and Collectors Act, Pawnbrokers Act, and Hawkers Act. Applications are completed at station level and processed by the Miscellaneous License Section. Staff check the background of the applicant by searching criminal history and person of interest records. As licenses must be renewed every 12 months, the necessity for a central recording system has developed under the control of the Information Bureau.

This Section also issues police certificates for visas, work, and where necessary, supplies the particulars of criminal histories. This section also responds to applications for information from insurance companies and loss assessors. Insurance companies submit about 100 applications for information each week. The cost of each application is $15.

Staff Allocation Within the Information Bureau

Table 1

STAFF ALLOCATION WITHIN THE INFORMATION BUREAU

Section	Police Officers		Public Servants		Total	
	Allocation	Vacant	Allocation	Vacant	Allocation	Vacant
Inspector's Office	2	1	1	0	3	1
Senior Sergeant Administration	1	0	0	0	1	0
Mail Section	0	0	3	0	3	0
Criminal History Recording Section	2	0	16	1	18	1
Warrant Bureau	2	0	12	1	14	1
Statistical Section	2	0	12	0	14	0
Suspect Generation	2	0	9	0	11	0
Inquiry Section	24	10	0	0	24	10
Name Checks Section	1	0	1	0	2	0
Missing Persons*	0	0	1	0	1	0
Microfilm Section	0	0	9	0	9	0
Miscellaneous License Section	1	0	3	0	4	0

* Missing Persons Section is no longer within the Information Bureau.

Deficiencies Identified by the Committee

Overall, little in the way of advances in information systems and technology have flowed through to the Information Bureau during the last quarter-century. For example, the Statistical Section of the Information Bureau, like many other of its sections, operated until mid-1991 using a manual, paper-based collection, compilation, retrieval and distribution system.

The Committee has identified four major, and a series of other, minor deficiencies in the operation of Information Bureau functions:

(i) inadequate access to Queensland Police Service computer resources;

(ii) lack of integration of computing resources;

(iii) poor co-ordination between the needs of operational police and information systems;

(iv) limited dissemination of data held by the Information Bureau; and

(v) other deficiencies.

The deficiencies and the problems that arise from them are discussed in the remainder of this Chapter.

(i) Inadequate Access to Queensland Police Service Computer Resources

The Queensland Police Service mainframe computer system is based around dual ICL 3980 computers. This facility currently operates 16 major applications and services 760 terminals located in Queensland Police Service administrative areas (600) and police stations (160) (*Queensland Police Service Information Technology Operational Plan 1991/92*). The system accesses approximately 50 gigabytes of on-line data and operates 24 hours per day, seven days per week. Approximately 200,000 transactions per day are processed on this equipment.

In addition to the ICL mainframe, the Queensland Police Service operates a Computer-Aided Dispatch System which runs on dual HP 835S processors utilising three gigabytes of on-line disk, local area networks connect 30 HP workstations to the 835S processors and also provide an on-line link to the Police Service mainframe. A further 150 microcomputers are available and serve principally administrative areas. The main use of personal computers are the Police Service's financial systems, word processing and spreadsheets. In recent months local area networks have been established in the Information Bureau to support the statistics and suspect generation functions. The finalisation of a recent tender will see a substantial increase in the penetration of personal computers throughout the Police Service with at least one Apple personal computer and laser printer being allocated to every police station in Queensland.

Since 1987-88 the Queensland Police Service has spent in the order of $11.4 million on computer equipment and currently maintains a staff of 63 in its information technology functions. In addition, consultancy services equivalent to three man years were commissioned by the Police Service during 1990-91.

By the very nature of its functions the Information Bureau collects, compiles and processes huge volumes of material into information to be accessed and used for operational policing, management and policy research. In 1989-90 for example, the Criminal History Recording Section alone processed almost 90,000 Court briefs; the Warrant Bureau handled more than 108,000 warrants, while more than 250,000 Criminal Offence Reports were processed. Despite the magnitude of this task and the benefits of having available reliable and up-to-date information on offences, persons of interest, suspect generation, and so on, the priority of the Information Bureau in obtaining computer resources within the Police Service has been low.

Until mid-1991 when a small local area network was installed, the Information Bureau's Statistics Section, which has responsibility for processing all offence reports to provide basic information on the level, location and types of offences occurring in Queensland, operated almost entirely using manual systems. In spite of being a prime candidate to benefit from computerisation, this section operated into the 1990s using methods established in the 1930s. Because of the low priority accorded to the Information Bureau functions, data which could have been expected to describe the Police Service in Queensland have been inadequate, and there have been allegations of impropriety regarding its accuracy and presentation.

A number of sections within the Information Bureau have fared better than the Statistics Section in achieving a level of computerisation, albeit, in many respects, still inadequate. The areas which have been computerised are mainly inquiry functions where warrants, a tattoo index, persons of interest and a number of other data bases have been developed on the ICL mainframe.

A disturbing feature of the development of these systems is that they have been made by computerising existing manual systems with little attention given to the changing requirements or enhancement of systems which take advantage of the processing and analysis power of computers. Moreover, the design of the computer systems did not include a revision of forms to make them, at the minimum, more acceptable for data entry purposes.

Discussions with Information Bureau officers indicate that even simple amendments to existing computer systems are difficult to achieve. This reflects resourcing problems within the Police Service's Information Systems Branch and the low priority afforded to the Information Bureau. Most of the resources of the Information Systems Branch are directed towards maintaining the aging ICL computer and developing new systems, such as the Firearms Registration Recording System. The resources required to enhance existing, and develop new Information Bureau systems have been consistently allocated to other, apparently higher priority tasks. Significant benefits, including greater

productivity and higher clear-up and crime prevention rates, would occur from high-quality and timely information.

The Committee recommends that the Information Bureau be represented when policy regarding the allocation of computer resources is being considered. The Committee further recommends that the Information Bureau be allocated a Computer Systems Officer to service the specific requirements of the Information Bureau. This officer should be highly knowledgeable of modern information technology, and database design and administration. This officer would not be responsible for all Information Bureau computing requirements but would assist in representing the Bureau in discussions on information technology matters, design smaller systems, and make enhancement to existing mainframe systems. This officer should report directly to the Head of the Information Bureau.

(ii) Lack of integration of computer systems

The efficiency of large-scale data bases requires not only the provision of adequate computing resources but also their integration in order to avoid costly and unnecessary duplication of human and machine resources. By this standard, the computer resources currently available to the Information Bureau are inefficient.

The lack of integration of computing resources within the Queensland Police Service is a serious deficiency that has had a substantial impact on the Information Bureau. Over many years the computing resources of the Police Service have been allowed to develop without adequate control or direction. Consequently, resources allocated to computing have been poorly expended and have resulted in the development of separate computer systems which have often been developed in isolation.

This lack of co-ordination is still continuing despite a recent substantial change in management and management practices. For instance, the *Queensland Police Vedette* (August 1991, p. 12) recently reported the development of a new computer system "designed to provide the Task Force (to target breaking and entering and unlawful use of motor vehicles in the Sunshine Coast District) with up-to-date information and statistics on offences and likely offenders". This system, which largely duplicates activities undertaken by the Information Bureau, has been developed without the knowledge of the Information Bureau.

Forms

As a result of the separate development of computer systems, their cost has been greater, and the effectiveness of Queensland Police Service computing services has been less than can reasonably be expected by Government and the community. The Committee has seen examples of multiple inputting of information relating to the same person on different computers or information systems. Indeed, there is in the order of 60 or more forms that serving police officers may have to fill out. Information is usually entered on these forms by means of manual typewriters. As all input into the Information Bureau comes from these forms they are of considerable concern to the Committee.

A number of these forms contain basically the same information, which is typed repeatedly. Once the relevant copy of the form reaches the Information Bureau, data from them are entered into separate computer systems. The duplication in this process is wasteful in the extreme.

It is instructive to consider an example. Suppose an offence -- a break and enter with property stolen -- is committed. The first form to be completed is a Criminal Offence Report (QP10), a copy of which appears in Appendix VII. If, as is often the case, further property is reported missing when the premises are tidied up, then a Supplementary Criminal Offence Report (QP11) must be completed. When a suspect is located, an interview is recorded, the suspect is arrested, and a Bench Charge Sheet, a Court Brief (QP9) and a Fingerprint Form are typed. If the charge proceeds to trial an Electronic Recording of Interviews with Suspects Synopsis Form is completed. Statement of Witness forms are typed (QP125). There follows any Summons of a Witness (Form 7, Justice Act 1886-1985). If the charge is heard at a higher court an Antecedent Report (QP7) is needed.

It can be seen, therefore, that police officers investigating a routine break and enter with stolen property have to complete many forms involving substantial duplication of information. (Our brief account omits many other forms, such as several watchhouse forms, that may also be completed.)

A tender was let in late 1991 for the supply of personal computers to be installed in police stations throughout the State. It is hoped that they will significantly reduce the need to re-enter data. It is envisaged that once the basic data, such as the particulars of an offence, have been entered it will only be necessary for that information which is peculiar to a specific form be entered when that form is required. (Note that the coding of the offence will take place at the Information Bureau.)

It is essential that these data are conveyed to the Information Bureau in a machine-readable form. There are some remaining problems. The major difficulty is that without adequate electronic communications between police headquarters and police stations throughout the State, the information entered on the personal computers can only be transferred by courier or post. The logistical and security problems associated with sending through the mail

hundreds of diskettes containing confidential information underscore the need for direct communication links. The personal computers require an upgraded communications network in order to ensure the orderly and efficient flow of information between distant outposts and Police Headquarters. The Committee has received advice that an upgraded communications system will place additional strain on an already over-loaded mainframe.

It is clear from the Committee's discussions with officers within the Information Bureau that development and enhancement of computer systems are not proceeding on a basis that will minimise duplication and produce compatible results. This fragmented and independent approach fails to achieve economies in meeting the information requirements of police administrators and operational police.

The Committee considers that these separate and often incompatible systems have developed because of a lack of clearly enunciated directions in Queensland Police Service computing and the absence of effective central authority to advise or decide upon allocation of priorities among urgent and competing needs.

It is evident that the Information Bureau's position as the Police Service's primary collator and disseminator of information has been eroded. This is partly because the Information Bureau's resources have been limited as demand for its services has expanded greatly; and partly because of the development of information systems by other units within the Police Service; for instance, the Drug Squad and the Bureau of Criminal Intelligence, Queensland. These factors have tended to compound and reinforce each other. The greater the demand for Information Bureau services (particularly following the introduction of the Message Switching System) the greater the need for adequate computer services, and the more difficult it becomes for the Information Bureau to meet them. Furthermore, the greater the inability to adequately service demand for timely and accurate information, the greater the incentive for other units to establish their own information systems. This has increased the tendency for information collection to become fragmented and for systems to be duplicated and, in some cases, to be incompatible.

(iii) Poor Co-ordination Between the needs of Operational Police and Information Systems.

Effective communication between the producers and users of information is necessary to ascertain the needs of users and to establish priorities between their competing demands. Police in the field and police administrators are the principal users of information generated by the Information Bureau.

The Committee has concluded that the present level of communication between Information Bureau officers, computer systems officers and the principal users is deficient. There have been neither formal procedures for regular consultation between the Information Bureau and operational police to discuss each other's requirements, nor regular arrangements by which priorities on other aspects of

system co-ordination could be discussed between Information Bureau officers and staff of the Information Systems Branch.

The present position is that feedback from operational police is provided to the Information Bureau on an ad hoc basis. At times this feedback or initiatives by officers of the Information Bureau, are conveyed to the police hierarchy by way of memoranda. If an initiative receives support from the senior management it must then gain the support of the Information Systems Branch and compete with other information technology priorities. It has been indicated to the Committee that it has taken up to 12 months following initial approval to obtain a minor amendment to a screen on a mainframe system.

Another aspect of inadequate communication between the Information Bureau and its customers is the absence of any arrangement for ensuring that the Information Bureau is aware of organisational initiatives and their information needs. Key clients of the Information Bureau include the Minister for Police, senior management, and regional management. In discussions with Committee members, several officers from different branches of the Police Service, argued a need for "local" systems as the Information Bureau was unable to meet their information needs. **The Committee recommends that procedures should be established to ensure that the Bureau is kept informed of policy initiatives (such as the creation of Task Forces to target specific offences or areas) so that it can better identify potential information to support such initiatives.**

It is clear that the Information Bureau could do more to inform its customers of available services. The information held by the Bureau is extensive and its ability to obtain information from other sources within the criminal justice arena is excellent. A number of initiatives have emerged from the Information Bureau in the past which have proved valuable for police in the field. For example, the Suspect Generation Section obtained regular information from the Corrective Services Commission (and the former Prisons Department) on the release of offenders from gaol. Information on the modus operandi, criminal history and a photograph of selected types of offenders released from gaol were compiled and forwarded to relevant police. The Committee understands that this service was very well regarded by police officers but it has been discontinued because of resource constraints.

This type of "specialist" service, which utilises information available from both inside and out of police sources, demonstrates the benefits of a well-organised and adequately resourced Information Bureau.

(iv) Limited dissemination of data held by the Information Bureau

The fourth main deficiency of the Information Bureau is the degree of accessibility of information held. The Committee found that much of the data contained in Information Bureau systems is less accessible to potential users, both inside and outside of the Police Service, than it should be. This is due to a

combination of inadequate resources poor planning and secretiveness that permeates the Police Service.

In general there is a degree of uncertainty on the part of police officers as to why they should expend so much effort to submit information to the Information Bureau for so little result. The Information Bureau has done relatively little to initiate feedback to police in the field, and in many cases the only public dissemination of data is via the Queensland Police Service Annual Report. The amount of data which could be supplied to police and interest groups within the private and public sectors is much greater than initially thought.

The Committee, at the conclusion of its deliberations, was still unclear as to the extent to which the output of some 14 staff of the Statistical Section was utilised. One view expressed by a senior commissioned officer was that the statistics (including the location and type of offence) produced by the Section were of no use in the administration and operations of the Police Service. An alternative view was that the range of information produced, albeit limited, was useful in the allocation of staff to Police Regions, contributed to policy formulation, assisted in addressing community inquiries and provided a quantitative basis for community and police education purposes.

There is little doubt that with several minor additions to the range of information collected, and the addition of a finer spatial classification, the information generated by the Statistics Section would have considerably more utility than is currently the case.

The Committee reached the conclusion that inadequate access to police information by both Police Service personnel and the public generally, resulted in under-utilisation of valuable information collected at substantial public cost. The problem is exacerbated by the limitations of the existing computing system. In general, any significant departure from basic (computer terminal) look-up screens requires substantial cost and is therefore difficult to achieve. The Committee understands that more complex searches across mainframe data bases by Information Bureau staff are restricted to three searches per day because of the load such searches place on the mainframe and the consequent delay to other essential services. This restriction is clearly counter to the Police Service's fundamental mission of reducing crime and apprehending offenders.

The Committee believes that the inaccessibility of information is attributable, in large measure, to the combination of inflexible computer systems and insufficient resources. The Committee has concluded that, with existing equipment and resources, the Information Bureau can improve access in one area of its operations only at the expense of other areas. Significant improvement in the credibility of output data from the Information Bureau is dependent upon the allocation of adequate resources and, in most cases, the re-development of existing computer systems to achieve the dual aims of relevance and integration.

(v) Other Deficiencies

The lack of a flexible and comprehensive system of spatial information is a serious deficiency in the existing information systems. At present most information produced by the Queensland Police Service is available only at the Police District or Division level. In many instances these Districts cover vast areas of Queensland and large population bases. Accordingly, this information is of only limited value for operational purposes and police administration. It was suggested to the Committee that because different users require data for different geographical areas, a spatial information system based upon parcels of land is required. While recognising that the development of such a system would be a major undertaking, the Committee notes its relevance for other areas in the portfolio of the Minister for Police and Emergency Services. **The Committee recommends that the Police Service consider developing a spatial information system, in consultation with the Department of Lands and other interested Government Departments.**

The Committee also noted deficiencies in the criminal offence classification system operated by the Information Bureau's Statistics Section. Until very recently, the system operated only on the date of receipt of a Criminal Offence Report at the Statistics Section, and not on the actual date that the offence was reported to Police. Both dates are now recorded. Consequently, the information produced by this Section may be misleading. The Committee understands that, on occasion, Criminal Offence Reports are submitted to the Information Bureau some months after an offence comes to the notice of the police.

The Committee notes that the Queensland Police Service is planning to conduct a pilot test of the Lancashire Crime Reporting System, which is designed to alleviate delays in reporting. (A modified version of this system has recently been dubbed CRISP--Crime Reporting Information System for Police; however, we refer to it as the Lancashire System as it was, as the name suggests, developed in Lancashire, England.) The central feature of the Lancashire System is that police officers phone trained data-entry officers and dictate their Criminal Offence Reports. The data-entry officer types in the report modifying it where necessary to conform to a semi-standardised vocabulary, which facilitates subsequent retrieval. The Lancashire System runs on an ICL mainframe and is therefore, easily implemented on the Queensland Police Service's mainframe.

Other deficiencies relate to the fact that a great deal of information gathered by State and Federal agencies is not used by, or available to, the Queensland Police Service. There is an urgent requirement for the police to obtain more reliable and timely information on the addresses of wanted persons. Currently, police are forced to rely, among other things, on drivers licenses and electoral rolls, which are often poor sources of up-to-date and reliable information.

The most reliable sources of information on current addresses are the files of the following Commonwealth organisations: Medicare, the Taxation Office, Social Security and Australia Post; and various electricity authorities at the State level.

Under the present arrangements it is difficult or impossible to access these data bases. This limits the ability of the police to perform their responsibilities to the community.

It was noted by the Committee that more than 30 pieces of State and Commonwealth legislation require the Queensland Police Service to provide information to Government Departments. Many of the Departments that benefit from these legislative requirements are the same Departments which refuse Police access to basic information which would assist the police in efficiently performing their duties. (The information referred to is usually not sensitive, such as names and addresses.)

The Committee recommends that the Police Service continue discussions about access to administrative records with State agencies. Action by the Police Service to explore procedures for accessing relevant Commonwealth information systems should also continue.

Many of the forms used by the Queensland Police Service to collect information were developed prior to the advent of computers. Consequently, most forms currently in use by the Police Service are not suitable for modern policing or data collection and analysis purposes. The Committee notes that the Police Service is currently examining forms used by the police. **The Committee recommends that a uniform form design method be utilised and that professional assistance be sought in this process.**

Following their review of Information Bureau sections, Committee members were impressed by the depth of knowledge of some members of the Information Bureau. However, the formal documentation detailing the operations of the different sections is in various stages of development and parts are outdated. It is recognised that many sections are likely to undergo substantial change in the near future. **Consequently, the Committee recommends that documentation be updated if the relevant system is not undergoing significant change in the next two years, and that all new procedures be accompanied by well-written procedural manuals.** Such documentation will provide an important basis for determining the nature and direction of this change.

Effects of these deficiencies

The deficiencies in the operations of Information Bureau outlined in this Chapter significantly reduce the efficiency of information collated by the Queensland Police Service. They adversely affect the relations between the Information Bureau, operational police and police administrators. They reduce the value of police information to the Government and to the community generally. Moreover, inefficiencies are introduced where there is duplication of effort in collecting, collating, storing and accessing information.

CHAPTER THREE

THE INFORMATION BUREAU OF THE FUTURE

This Chapter examines the characteristics of an Information Bureau that meets both the vision presented by Commissioner Fitzgerald and the efficiency objectives of the Queensland Government. The next Chapter contains recommendations designed to improve the future management of police information and the role of the Information Bureau within this context.

The objectives of the "new" Information Bureau will include the following:

- to provide timely and appropriate information to assist the Queensland Police Service meet its mission and corporate goals;
- to provide information that adequately supports Police Service operations;
- to provide adequate training in the compilation and use of information;
- to develop and implement appropriate security and privacy safeguards; and
- to provide an efficient means for exchange of data between the Police Service and other criminal justice agencies.

The Committee recognises that both human and computer resources have been, are, and will continue to be limited. However, it is important to ensure that maximum use is made of the information obtained by police and to remove wasteful and unnecessary duplication in police information gathering, recording, storing and retrieval. This requires the development of information systems that are comprehensive, co-ordinated and integrated. It also requires the implementation of appropriate management systems and adequate controls over the direction of the Police Service's information systems.

These management systems must adequately reflect the interest and needs of "external" users of police information as well as operational users. The Committee believes that an effective system of information management is essential for the efficient operation of the Police Service's administrative, evaluative and managerial functions; it is also of considerable importance to a range of other Government agencies within the criminal justice area (e.g. Attorney-General, Criminal Justice Commission, Corrective Services, Government Statistician's Office, etc.). **Accordingly, the Committee recommends that the Queensland Police Service undertake appropriate consultation, both within the Service and with other agencies, in framing policies for the compilation and dissemination of official information.**

In the course of extensive discussions with Police Service personnel, Committee members were impressed by the level of commitment to improve and restructure this information function within the Service. In particular, the Committee recognises the efforts made in developing a strategic direction for police computing and information systems to plan for the future needs of a modern Police Service and address existing shortcomings.

The Queensland Police Service completed in mid-1991 an Information Strategic Plan that defines the preferred future direction of computing resources within the Police Service. The plan identifies an on-going requirement for computing facilities within the Police Service and proposes that most Information Bureau functions be serviced through these facilities.

The Committee considers an assessment of the *Queensland Police Service Information Strategic Plan (1991-1995)* is outside of its terms of reference. It believes, however, that the Information Bureau is in urgent need of access to computer resources and has noted the substantial short-term benefits to several areas through the establishment of local area networks based on personal computers.

The Committee supports the strategic direction that has been proposed and believes the efficient maintenance of a Police Information systems is largely dependent upon access to up-to-date technology and techniques.

Committee members were unable to support the proposition that, with the introduction of improved technology and communications, information is generated as an administrative by-product of operational policing. The quality of information is critical to any information data base. Unless appropriate quality control is exercised by a unit largely dedicated to managing this function, the police information services are likely to erode over time.

The Committee believes that an improved Information Bureau should be responsible for:

- Maintaining the integrity of police information data bases. One view expressed by Committee members suggested that this quality function of the Information Bureau be extended to cover all data bases maintained by the Police Service (e.g. financial, administrative, etc). The majority of members, however, supported the Information Bureau overseeing only the traditional functions undertaken by it while recognising that its data collection functions should ensure the comparability of the data collected with that resulting from similar activities of related agencies.

- Oversight of the implementation and operation of suitable privacy and security controls on access to data bases.

- Providing advice, assistance and support when required, to business units and regions that need access to information data bases.

- Advancing the use of information within the Police Service and assisting in improving the expertise of users and potential users of Police data.

To undertake efficiently this future role, at least for the foreseeable future, the Information Bureau will have to undergo considerable restructuring. First, the Bureau must undergo a re-orientation from an essentially clerical organisation to a professional information centre. This entails using sophisticated computer technology, and the services from experienced and professional officers versed in the analysis of data bases maintained by modern police services. Such a re-orientation requires a review of the Bureau's organisation and structure to ensure appropriately skilled staff are attracted and retained. Finally, the Bureau will require a great deal of management support to project the view to operational police and others that the Information Bureau is essential to the fulfilment of the Police Service's mission and goals.

The Committee recommends the retention of the Information Bureau as an independent organisational entity within or outside the Queensland Police Service. The Committee was influenced by the potential of the Information Bureau to provide value-added services. The Committee has identified several of services that are of a value-added type. Potential value-added contributions from an appropriately resourced Information Bureau include:

- crime analysis (for example, offences, vehicles, persons in vicinity; offender to motor vehicle to property linkages; and trend analysis and forecasting);

- psychological profiling;

- tracking of wanted persons through offence patterns;

- linking activity reports to offence analysis; linking photos and tattoos to subjects;

- use of facial and other features to search the photo gallery and generate a series of suspects;

- building identikit tools from a photo library;

- enhanced inter-agency co-operation (for example, co-operation with Customs activities through "Port Watch").

Some members of the Committee expressed the view that such functions more appropriately reside with officers in individual Police Regions or "business units". The Committee agrees that it is appropriate that these functions are undertaken by business units but also believes there must remain, in a central location, a pool of experts who can advise, develop and train other officers to ensure the maximum use is made of available information. Concern exists among Committee members that if such functions are left to business units,

particularly the smaller units, the Information Bureau's expertise may be lost and not readily regained.

The Committee stresses that the effective operation of the Information Bureau is dependent on its ability to exercise reasonable control over, and effectively co-ordinate, the development and maintenance of Queensland Police Service information systems. If this is not done, individual Police Regions or units are likely to claim "exceptions" and the proliferation of incompatible and unintegrated systems will continue.

The Information Bureau should also establish links with other agencies within the criminal justice system in Queensland. The benefits of networking between agencies are critical, particularly when requirements for special analyses of Departmental information are often required. It is understood, for example, that police currently have limited access to a number of data bases held by other (State) Departments. The restrictions applied to the Police Service are not, in most cases, embodied in legislation but flow from Departmental policy. **The Committee recommends that agreements be reached regarding the use of this information by the Police Service, and that the Information Bureau should act as a central liaison point. The Committee recommends that the Information Bureau co-ordinate such data exchange, and establish guidelines for the exchange of information.**

Commissioner Fitzgerald (Fitzgerald Report, p. 270) recommended the appointment of a civilian head of the Information Bureau in his discussion of the future role and structure of the Bureau. **The Committee acknowledges the reasons for such a recommendation; however it recommends that any appointment to such a position be based on merit and suitably qualified serving or past police officers not be restricted from applying.** In addition, it considers that it is essential that serving police officers provide an integral component of the staffing of the Information Bureau.

The Committee found a considerable lack of understanding of the role and functions of the Information Bureau among serving operational police and some managers within the Police Service. It is the Committee's opinion that substantial benefits would accrue to the Police Service if a system of rotations was implemented whereby selected officers (for example, regional training officers and supervising field officers) served for up to three months in the Bureau. This proposed rotation has two major benefits. It ensures that the views of operational police are represented in the Information Bureau, and it provides the rotated police officers with a better understanding of the functions and potential uses of the Information Bureau.

It should be acknowledged, however, that currently there is little incentive and possibly a disincentive on the part of serving police officers to work in the Information Bureau. It is hoped that in future the Information Bureau will attract officers seeking career advancement and multi-skilling and this will in turn enhance the proposed system of rotation.

Integrated Systems and Local Information Systems

The information service needs of police can be provided by two types of information systems: (a) core integrated information systems; and (b) local information systems.

Core integrated information systems enable police to use information which is reliable and up-to-date throughout the State, and conceivably, throughout Australia. Any particular piece of information is stored at only one location, from which it is available to all (integrated) systems. Thus, information which is updated in one system is immediately reflected in all other inter-connected systems.

Local systems enable police to store and use information locally. If local systems are supported by networks, this information is potentially available throughout the State. The problem with local systems, however, is that the same information can be stored in several different locations leading to problems with data redundancy and integrity.

Local systems do provide some immediate relief when they replace inefficient manual systems, and they can be made available over a wide area through appropriate communications facilities. A problem with these systems, however, is that they are not integrated, nor are they capable of simple integration with other information systems in the organisation. There are many striking examples of this problem within the Queensland Police Service. Information on drug offences, for example, is currently recorded on 8 to 12 separate local systems in the Police Service. The information in these systems is frequently inconsistent and incomplete. Attempts to link information from different local systems generally results in inefficient use of computer processing time, and inefficient use of data storage devices. Such attempts give rise to software and hardware that may be difficult to maintain and difficult to modify.

Core integrated systems (such as central mainframe computers, and corporate data models) require a more extensive infrastructure than local systems. Despite this, core systems are not necessarily more expensive than local networked systems. The relative costs of the two types of systems depend on the supporting software, hardware and communications architectures, and the management structures used to support them. It is important that these architectures and management structures are selected on the basis of expert advice and very careful analysis of the long term cost implications. A project to determine the most appropriate strategy for the Queensland Police Service was recommended in the *Information Strategic Plan (1991-1995).*

A likely solution to this architectural problem will probably include elements from both core and local systems. Some core systems, which provide instant access to corporate data, are needed; other core systems, however, could be designed to operate more cost-effectively in batch mode overnight (for example, where information which is 12 - 24 hours old is all that is required by police). Local systems are obviously appropriate where data are used locally only.

Judicious decisions regarding architecture and management structures for Police Service information systems will provide police with appropriate information services at minimum cost.

Commissioner Fitzgerald identified the continued proliferation of non-integrated information systems within the Queensland Police Service as undesirable practice. The Committee has been informed that the need for integrated information systems within the Police Service was emphasised in a review of Police Service operational practices conducted by Arthur Andersen & Co. in 1988. The Committee also notes the view of Police Service management that non-integrated systems are, at best, a short-term measure which should be superseded in approximately three years. The Police Service has concluded that local area networks will lead to duplicates of data holdings and a marked decline in the integrity and security of the data. Moreover, the Police Service argues that the cost of such a network will rise substantially over time while long-term options result in a declining cost structure.

The Committee recommends that the Police Service continue to implement interim systems to provide for the immediate requirements of the Information Bureau for calendar years 1992 and 1993. When resources become available to move to a long-term strategy, this option should be pursued.

In the meantime the Information Bureau should liaise closely with the Information Systems Branch in developing systems to ensure that any system developed follow Queensland Police Service standards in terms of data models, classifications and structures. This should ensure that systems developed within the Information Bureau are compatible and capable of integration.

It is also important that the Information Bureau keep its users fully informed regarding the content, definition, potential uses and limitations of its services. This is particularly important in the statistics area, for example, where a failure to perform this function has led to substantial criticism by Commissioner Fitzgerald and others about the veracity of police statistics and the motives behind, for example, presentation options. The Committee believes that a number of the statements made by Commissioner Fitzgerald are valid but considers they most likely reflect a poor understanding of acceptable presentation standards on the part of the Information Bureau. The presentation of statistical information in the 1989/90 Queensland Police Service Annual Report represents a very small towards generally acceptable standards, although the statistical information and their presentation remain inadequate.

Warrant Bureau

In the course of its deliberations the Committee identified several functions of the Information Bureau which appear to be marginal to, or outside of the mission of the Queensland Police Service. The prime example of this is the duties of the Police Service in the execution of warrants. The issue of warrants,

their place in the administration of justice and the role of the Police Service and Information Bureau in their execution is examined more fully in Chapter Five.

User Pays

The issue of user pays is germane to the future efficiency of the Information Bureau. Currently, the Police Service provides a very limited range of information services to the community; however, a range of services is provided to the public and private sectors. The Committee has identified over 35 pieces of legislation under which the Police Service is required to provide information to State or Commonwealth agencies. (Details of the relevant legislation are contained in Appendix IV.)

In addition, the Information Bureau provides advice to a large number of insurance companies; typically relating to theft of property or break and enters that have been reported to the Police. However, the Criminal Offence Report has a tear-off slip (which provides basic information of when an offence occurred and when it was reported) that is supplied to victims for presentation to insurance companies. The insistence by insurance companies that they obtain this information directly from the Police Service suggests a degree of over-servicing of insurance companies by the Information Bureau.

The committee recommends that the Information Bureau should maximise the use of all data sources available to it and, in respect to Police Service data collections, it should have responsibility for co-ordinating data collection and data collation in order to minimise duplication and overlap. It is also important that the Information Bureau should have access to the administrative records of other State government Departments and authorities and be able to obtain selected information (for instance, name and current address of particular individuals) from them as required. The Committee is aware that such a recommendation may generate some concern. It considers, however, that if the Police Service is to be expected to fulfil its duty to the community, administrative arrangements must be agreed upon whereby Government agencies can assist the police by the provision of basic data. Most of this basic information is already available, among other sources, in telephone directories (albeit in imprecise form and with gaps in coverage).

Security and Audit Trails

Comprehensive security systems should be put in place to guarantee the confidentiality of information the Information Bureau holds and to protect information from unauthorised access or amendment. Audit trails must be incorporated into all systems developed within the Queensland Police Service to protect the integrity of data held. All information systems used within the Queensland Police Service, and the Information Bureau in particular, need to be protected by adequate security and audit trails.

Access to hardware should be restricted through appropriate physical security measures and supervision. Access by users should involve the use of common security measures such as user identification numbers, and time-limited passwords. Effective audit trails such as the logging and supervision of all transactions should also be incorporated where necessary.

Particular attention should be given to security and auditing processes in designing local systems to replace and/or support Information Bureau functions, where the potential for undetected breaches to security is greater. The present microfilm methodology within the criminal histories section provide neither security nor an audit trail.

CHAPTER FOUR

IMPROVING THE PRESENT INFORMATION BUREAU

Commissioner Fitzgerald stated that:

> "The Queensland Police Force requires one professionally managed Information Bureau responsible for all of the Department's criminal records, associated information and intelligence. This unit should control the collection, analysis, storage, access and dissemination of information by the Police. It should be developed as a 'state of the art' information network centre." (Fitzgerald Report 1989, p. 270).

The recommendations in the Fitzgerald Report and the Government's stated position of bringing efficiency into public administration in Queensland have led the Committee to identify legislative and administrative changes which it believes should be implemented to meet Fitzgerald's objective of developing the Information Bureau to become a 'state of the art' information network centre. These changes are discussed in this Chapter.

The Fitzgerald Report highlighted several problems that have arisen in relation to the provision of statistics about the incidence of crime and the administration of justice in Queensland. Difficulties arise because of the number of Departments and organisations involved with crime and justice and the range of publications in which they are published; and inadequate explanation and poor presentation which obscures the nature of the data. Data acquired from different parts of the criminal justice system are difficult, if not impossible to reconcile because of differences in scope, definitions, and response groupings to which they relate. Some of the difficulties with the criminal justice statistics are related to the fact that there is no body coordinating the collection, compilation and dissemination of the statistics produced by the different justice agencies, and there is little integration of the various statistical systems. Consequently, situations arise where:

- the data collected may have little application outside the source agency, and may omit data items which may be of considerable value for other agencies;

- there is frequently no check on the accuracy, reliability and validity of the data; and

- it is difficult, if not impossible, to establish and assure uniformity of standards and definitions.

The Committee notes that the Government Statistician's Office proposed in December 1989 the establishment of a criminal justice data base which would facilitate research into all aspects of crime and criminal justice statistics, and would expedite the study of the inter-relationship between the parts of the

criminal justice system. It would also facilitate studies of case flow through the criminal justice process and would enable better planning by relevant agencies, and allow forecasts of the demand and resource requirements in the police, court and prison systems.

For such a proposal to be successful, agencies must implement common standards, concepts, definitions, and classifications. A recent study undertaken by the Police Service supports the need for an integrated Criminal Justice Statistical system and proposes the establishment of a single system and data-base to be maintained by the Police Service. The Parliamentary Criminal Justice Committee in its Report tabled on 3 December 1991, on the other hand, recommended that an independent agency be given the responsibility of developing and maintaining a Criminal Justice Data Base (Parliamentary Criminal Justice Committee, p. 179-180).

The Committee believes that because of the degree of inter-agency co-operation necessary to develop an effective integrated system, it is appropriate that the proposal be referred to the Information Policy Board of the Queensland Government with a view to the system being placed on the priority list of inter-agency information technology projects. It is important that the initiative should not be delayed or abandoned because of inter-agency rivalries. The project would represent a major advance in the monitoring of the Queensland criminal justice system. The Committee strongly endorses the proposal and urges participants to adopt a co-operative approach in its development and implementation.

Maximum Use of Police Information

Under current arrangements most of the information that is obtained in the course of police activities is either not effectively captured or does not enter a central data base. Consequently, information required for policing or administrative purposes is not readily available, which in turn leads to overlapping information systems. The cost of such overlap, especially in times of financial constraint, is unacceptable.

At present other areas within the Queensland Police Service have no obligation to advise or consult with the Information Bureau regarding the development or amendment of new or existing information systems. Consequently, these systems may or may not include information which would be useful to the wider Police function. The introduction of the Lancashire-type crime reporting system should address this problem with respect to criminal offences. **The Committee recommends that the Information Bureau be given responsibility for the application of classifications used to collect data by police and co-ordinate the scope of data items collected to ensure the information obtained is fully and effectively used.** It should however seek input from the Queensland Police Service, the Government Statistician's Office, and the Criminal Justice Commission.

A single agency must take a co-ordinating role both in respect of Police Service information activities and the activities of other agencies. Mechanisms should be established to ensure Departments in the criminal justice area consult regularly among themselves on information needs and develop effective channels for the interchange of data. In this respect, the co-ordination role and responsibility of the Criminal Justice Commission, as enunciated in the Criminal Justice Act, needs to be recognised.

We have referred previously to the need for better communication between the Information Bureau and operational police, other sections within the Police Service, and other organisations within the criminal justice system. Regular consultations between representatives of the Information Bureau and outside agencies, including the Criminal Justice Commission, will lead to a better understanding of what information exists, its limitations and its potential uses.

Improving the Services Provided by the Information Bureau

The Committee recommends that until such time as an integrated Criminal Justice Data Base is developed, the Information Bureau improve its operations in the following areas.

Dissemination of Information Bureau Data

The Committee has noted the wide range of data maintained by the Queensland Police Service. It has also observed a commitment on the part of Police Service management to manage more efficiently, the collection, collation, storage and dissemination of information.

The Committee recommends that the Information Bureau prepare, for distribution within the Queensland Police Service, a User Guide which describes the range of information available, limitations, and possible interpretations. An abridged version suitable for release to other Government agencies, the private sector and for more general distribution should also be considered.

The Committee recommends that the Commissioner of Police produce and release quarterly bulletins reporting the number and distribution of offences occurring throughout the State. Such releases would contain information on offences classified by broad type and by Police Region. These bulletins could also contain additional information, including a more detailed analysis of particular types of crime (such as break and enter) on a less regular basis. Release of such information into the public domain will inform the community of the tasks confronting the Police Service and their performance.

The Committee also considers that it is essential that the Information Bureau upgrade the range and type of information that is provided to Police Divisions and improves the methods of distribution. Currently, while some information is provided on a monthly basis to Police Divisions, it would appear that in several cases this information is not being provided to operational police. Consequently, many non-commissioned officers show a lack of understanding of, and sympathy towards the operation of the Information Bureau. The Committee believes that a system should be developed whereby the Information Bureau provides (either in hard copy or in electronic form) summary information for distribution to all police within a Division about the number and type of offences occurring within their Division, clear-up rates, etc. on a monthly basis. (Presently, Regional Offices and the Task Force receive these statistics on floppy disk.) It is hoped that such action will address the negative attitudes of some police towards the Information Bureau, and provide an understanding of the role and potential of the Bureau.

Public Access to Non-confidential Police Data Holdings

In the course of its investigations the Committee became aware of the degree of public interest in, and the utility of, much of the data collated by the Information Bureau. Currently, several private sector organisations (principally insurance companies and security firms) are extensive users of data collected by the Information Bureau. In addition, however, the Information Bureau receives numerous requests from members of the public and community organisations requesting information about trends in the type of offences occurring within the community. Because of limitations in current information systems, many of these requests can only be satisfied by providing the limited information contained in the Queensland Police Service Annual Report and its Appendices.

The Committee recommends that a system has to be developed, particularly in the statistics areas, that allows ad hoc queries to be readily and easily met. The release of this information would enable police to present a professional and efficient service to the community. The Committee believes that such a service should be provided to the community, with some consideration for user-pay principles for more complex and regular inquiries.

The insurance companies expressed interest in the establishment of an on-line computer link (with terminals) from which non-confidential information in the Information Bureau could be accessed. Access to this facility would be on the basis of fee for service. The Committee believes that should such a facility be established the Police Service should discuss a procedure by which funds raised may be retained within the Police Service.

Staffing of Information Bureau

The recommendations advanced by the Committee are designed to restructure the Information Bureau so that it becomes a professional, efficient and effective part of the Police Service. Three broad strategies are offered:

- introduction of information technology;
- restructuring the organisation to reflect professional nature; and
- improvement of the service to operational police by more timely and accurate information, and expanded hours of full operation (currently, there is limited access outside of regular office hours or when the mainframe computer is overloaded).

If these strategies are adopted they then have direct implications for restructuring staffing in the Information Bureau. Currently, the Information Bureau has some 104 staff, comprising 38 police officers and 66 public servants. The public service complement is comprised entirely of administrative assistants whose duties relate principally to data entry and processing a paper-based, manual system. The proposed strategies entail a reduction in the number of clerks and an increase in the number of professional officers, including a Computer Systems Officer.

The Committee considered recommending specific staffing levels for the Information Bureau; however, the Committee decided against this course of action. During the Committee's deliberations several changes (including an element of computerisation) were introduced and further changes are under way. Consequently, against the background of continual change and the constant shift in computer technology and budgetary uncertainties the Committee is not recommending specific staffing levels.

The Committee believes that the Information Bureau should develop strategies to prepare for the transition from labour-intensive manual information systems to electronically-based systems. If this transition is successful, it will lead to a reduction in the overall level of staff and an increase in the skilled work-force due to the introduction of computing technology into Information Bureau functions; and statistical skills in the area of classification, application of counting rules.

Quality of Information

Following its review of Information Bureau functions, the Committee had several substantial concerns regarding the ability of the Queensland Police Service to maintain adequate standards of quality regarding information being input into its information systems.

A major concern is the increasing pattern of devolving the responsibility of inputting data directly into computer systems by police officers in the field. The experience of the Chief Constable of Lancashire is instructive in this regard. Originally data were input by police officers, but this was found to lead to an unacceptable error rate. Subsequently, information was input centrally by a small number of highly trained staff working a rostered shift system. The Committee also notes that under existing arrangements where statistics are compiled at the Information Bureau, substantial recoding of offences reported on Criminal Offence Reports is required because of inadequate or incorrect reporting of offences by police officers. The Committee was shown examples of Criminal Offence Reports regarding youths setting fire to wheeled garbage bins; some police classified the offence as arson while others classified it as wilful damage.

The Committee believes that if the credibility of Queensland Police Service is to be improved, it is essential that appropriate checks on the quality of data are maintained, and that the classification of data remains in the hands of a small group of expert coders in the Information Bureau.

Training

The Committee noted a lack of basic knowledge about information systems within the Police Service. One example of this related to recent changes in the computer system relating to warrants. A constable who was unable to access the warrant computer system, sought assistance from his regional training officer, who was also unaware of the changes to the system. As a consequence of the difficulties experienced, the matter was not pursued and possible outstanding warrants were not executed. This represents an example of inadequate updating of training of operational police in basic information systems maintained by the Information Bureau.

Under current arrangements the responsibility for computer training lies with the Information Systems Branch. The Committee believes that the responsibility for training staff in the use of Information Bureau's systems, should rest principally with the Information Bureau.

Computing

The Committee is not in a position to comment in detail regarding future hardware and software choices; however, it is of the view that the Police Service must urgently undertake a detailed study of its future requirements. There are several information technology options available to the Police Service that would satisfy its computing requirements for the next decade. These options involve "open systems" and modern software tools. With the rapid development of computing technology, the Committee believes that the Police Service's software choices should operate across platforms, preferably from personal computers through to mainframes.

An urgent requirement of the Information Bureau is the provision of an adequate communications network between operational police throughout the State and Police Headquarters. The current Police Service communications network is deficient and is unable to provide an appropriate level of access to essential information systems. **The Committee recommends that the acquisition of new communications and computing systems be given high priority and brought forward to the earliest possible date.**

The development of a 'state of the art' Information Bureau cannot be achieved without the provision of adequate communications and computing resources that use recent advances in information technology (such as relational databases, and imaging technology). It is the Committee's view that the development of appropriate information systems would result in substantial savings in cost and staffing across all areas of the Police Service and contribute to a higher level of performance.

Organisational Location of the Information Bureau

Several views were expressed to the Committee regarding the future role and location of the Information Bureau. One view was that the Information Bureau be integrated into existing units of the Police Service.

The Committee's belief is that an efficiently operated and managed Information Bureau would underpin the operations of the entire Queensland Police Service. Currently, the Information Bureau reports to the Director of Finance and Administration. A view expressed to the Committee was that it was inappropriate to have an area directly serving operational police located in a nominally administrative division. While appreciating this view, the Committee's view is that many of the initiatives that have occurred within the Information Bureau in the past 12 months are due to the initiative of senior management within the Finance and Administration Division. **Accordingly, the Committee recommends that the Information Bureau remain within the Finance and Administrative Division during the two-year period of restructuring and development.** Its permanent location within the Police Service organisational structure should be reviewed at the end of the transition period referred to in Chapter Six.

Information Bureau Charter

In order to provide effective and efficient services to its clients, the staff of the Information Bureau must have a clear understanding of its mission. Such a mission statement should find expression in a Charter stating the objectives, responsibilities and duties of the Information Bureau. The precise nature of the Charter should be reached after consultation between the Information Bureau staff, customers, and senior Police Service managers. This charter should be submitted to senior Police Service managers for endorsement. The process of writing a Charter will focus the attention of both the stake-holders and major

clients on the role of the Information Bureau and its contribution to policing in Queensland. **The Committee recommends the development, and adoption of a Charter for the Information Bureau.**

Police Service Mainframe Computing Facility

The Committee discussed problems concerning the Queensland Police Service mainframe computing facility, with particular reference to the many problems that restrict the operation of the Information Bureau. The Committee believes that action should be taken to determine an appropriate strategy to enhance this facility. Major development of a mainframe computing facility is expensive. Relevant government discussions and decisions should therefore be based on a thorough cost-benefit analysis using independent and expert advice.

In selecting a source for such advice, it is advantageous to select a person with extensive and current experience in mainframe computing in a large commercial or government organisation, with a sufficiently high profile to command the respect of the Information Technology industry in Australia. **The Committee recommends the nomination of either a senior, respected academic, or the senior executives of an established Information Technology consulting organisation, to any Police Service committee reviewing the mainframe facility.**

Bureau of Criminal Justice Research

Criminal Justice agencies do not operate from one governmental ministry or department, for example, the police usually come under the Minister for Police; courts and corrections similarly come under separate departments or under one ministry. In spite of the distribution of responsibility, the administration of criminal justice must be seen as functionally interdependent: police practices have an impact on the volume of cases before the courts; decisions by the courts have an impact on the work-load of the Corrections Department as well as on the Police Service; and similarly, the work of the Corrections Department influences the activities of police and courts. Yet, the present state of statistics produced by criminal justice agencies in general, and the police in particular leaves a lot to be desired as they are not adequately serving operational/administrative nor research analysis functions. It is presently impossible to form an accurate opinion about law-breakers, particularly regarding background characteristics such as age, sex, racial origin, country of birth, etc. It is even more difficult to ascertain their history of criminality, physical and mental health, education, vocational training, family background etc. Criminal statistics may not demonstrate the causes of criminality, but such data have social utility. In addition, such knowledge would provide a sound basis for legislative and administrative action and help in devising remedial and preventative programs.

All the mainland Australian states and countries such as Canada, the United Kingdom, Japan, the United States of America and West Germany have for the

last several years, recognised that there should be an integrated criminal justice statistical system for the state as a whole and/or for the country. Furthermore it was realised within Australia as well as overseas that no single criminal justice agency should be given the responsibility to develop and manage such an integrated criminal justice statistics system. In reality the best criminal justice statistical system exists in the countries mentioned above.

To facilitate the proper development of statistical and information systems consideration should be given to the establishment of a Bureau of Criminal Justice Research and Statistics in Queensland. Currently, New South Wales, South Australia and Western Australia have a Bureau of Crime Statistics and Research, an office of Crime Statistics and a Crime Research Centre respectively. However, no state has yet developed an integrated statistical system.

The Parliamentary Criminal Justice Committee, in its report "Review of the Operations of the Parliamentary Criminal Justice Committee and the Criminal Justice Commission", tabled in the Parliament on 3rd December, 1991, considered the issue of the development of a criminal justice data base. The Parliamentary Committee's view was that the responsibility for such a project be handled by an independent agency. The Parliamentary Committee further stated that the Research and Co-ordination Division within the Criminal Justice Commission is an independent specialist agency.

> "In the Committee's view it is the most appropriate agency because it is independent and would be in the best position to maintain the database of specialised information. Further, the conduct of its functions requires access to current statistical information and it would be inappropriate for it to have to depend on the operations of another agency for access to this information."
>
> (Review of the operations of the PCJC and the CJC, 1991, p. 179)

The Parliamentary Committee was very specific in recommendation 37 of its report which states:

> "The Committee recommends that the Research and Co-ordination Division of the Criminal Justice Commission should be given responsibility for the Criminal Justice Database when it becomes operational and its right to collect information from other criminal justice agencies should be guaranteed by legislative provision in terms similar to s19 draft Criminal Justice (Boards) Bill (Vic)."
>
> (Review of operations ... , 1991, p. 180)

This Committee endorses the recommendation made by the Parliamentary Criminal Justice Committee with regard to the establishment of such a bureau. It also supports the idea that such a bureau should have legislative authority to collect information from all criminal justice agencies in the state. A bureau with sufficient powers can co-ordinate the information systems and objectively assess each sub-system's needs, and ensure that statistical work and research, carried out under competent supervision, are necessary and useful for the efficient administration of justice.

This bureau should be authorised to collect all relevant statistics concerning incidence of crime and delinquency, apprehension and processing of alleged offenders, and treatment and correction of offenders. The bureau should be given the responsibility to analyse statistics and conduct research on various aspects of crime, criminals and criminal justice. More specifically, the functions of the bureau should include:

1. the development of integrated criminal justice statistical system for the state;

2. the collection, analysis and dissemination of statistics on crime and criminal justice from a system-wide perspective;

3. the provision to policy makers at the state and local level of sound, accurate, objective information on crime and criminal justice;

4. conduct of research and surveys on criminal justice issues of current concern;

5. collection and analysis of information on victims of crime; and

6. undertaking evaluation, research, legislative impact analysis and policy analysis for effective policy development.

Interim Solution Based on Budget Realities

Crime Recording

It is possible that the extension, State-wide, of the current pilot in Metropolitan South Region of the Lancashire Crime Recording System will eventually take place. However, significant expenditure on the Police Service main frame upgrading is required. As Lancashire does not have a criminal history module priority should be given to computerisation of the criminal histories section of the Information Bureau. Options for accomplishing this include:

1. use the existing text based Queensland Police Service Mainframe;

2. use a Unix system server with graphics capable terminal/work stations;

3. use a low cost micro system based on a personal computer local area network with upgrading to options 1 and 2 if and when necessary.

Option 1 is currently unavailable as an upgrade is required before it could be utilised.

Option 2 would require a longer implementation time, at a higher cost compared to Option 3. If INGRES is used, there is a cost penalty as this software (in the

absence of a corporate license) is licensed in blocks of 8 users at a time. It would cost an extra $36,000 plus an $8,000 annual support fee to have 12 work-stations available immediately.

The cost of implementation would be in the order of $200,000 plus the cost of computer systems officer's services for development and maintenance of the system.

Option 3 offers a quick low cost solution that could be upgraded to options 1 or 2 if and when required. If Apple work-stations are used, the local area network could be discarded to new or existing police stations/establishments at the end of its criminal history life (i.e. forming part of the C100 tender process). Approximately $100,000 plus a computer systems officer's time is estimated for a full Apple solution. However costs could possibly be as low as $40,000 if the existing Novelle network was utilised.

Criminal histories would be stored in a text-based system to allow for ease of data transfer and to enable multi-level searching.

New offences would be typed in as they are received. Consideration needs to be given to capturing the existing information from micro film.

Optical scanning of a docket from microfilm, rather than re-typing, could be more time consuming due to the often poor reprint quality, as the type face is often over lines and older charges are often hand-written. However, Kodak has released a new computerised micro-film retrieval unit. It performs image enhancement and eliminates 'bleed through', uses a separate laser printer for hard-copy (hence has a longer working life), and can fax an image direct from micro-film to either a remote personal computer or telephone line. Once the document is captured by inexpensive fax software it can be manipulated, clipped, stored, etc.

Kodak is examining the possibility of using this equipment on a rental basis to scan in a raster image (not text) with the idea that when required the image and the text could be recalled and printed consecutively to form the criminal history.

If this is not viable, a cheap option is to print out the latest charges from the text based system and staple these charges to the back of a copy of the criminal history retrieved from microfilm. This would save the retyping of the History as at present, with the text system eventually replacing the microfilm. The acceptance of this type of presentation would have to be negotiated with the Justice Department and the Courts.

A further refinement of the system would be to incorporate the retrieval of photographs and tattoos. Graphics based software and terminal/work stations would be required for this purpose. The photographic section is examining the digitising of photographs and if this eventuates a link to this system could eliminate the present double handling of photographs to produce the photo gallery.

If this avenue is not available the proposed system could be expanded to include photographs and tattoos with ability to display with criminal history, or formed into a photo gallery of offenders with similar descriptions.

Statistics

Consideration is being given to enhancing the existing micro-based system by providing for the generation of appropriate graphs to facilitate analysis. This can be done at minimal cost using a clipper graphics application.

For more sophisticated analysis purposes the SAS integrated statistical and data-base application system used by the Government Statistician's Office and the Australian Bureau of Statistics can perform a full range of time series analysis and allows the design of econometric and planning models which can be adjusted for seasonal variations or interventions. The SAS system can access virtually any kind of external file regardless of its format. Applications can be moved from host to host with little or no modification. However, there is an ongoing license fee linked to the number of concurrent users. The purchase of this software and related hardware upgrade would need to be considered in the light of Departmental priorities.

CHAPTER FIVE

THE WARRANT BUREAU

The Committee examined the Information Bureau's role in overseeing the service of warrants in Queensland. In the course of its review, submissions were made to the Committee regarding the larger issue of the appropriateness of the role of the Queensland Police Service in the process. The Committee recognises that this issue is of considerable importance to the Queensland Police Service. There is a continuing and marked upward trend in the number of warrants being served, and consequently, greater and greater demands are being placed on the Police Service in overseeing, administering, and serving warrants.

In the course of its deliberations the Committee was provided with considerable information relating to this function. The Committee wishes to place that information in a readily accessible form, and consequently it has been incorporated in the present Chapter as part of our examination of the Warrant Bureau. The Committee reached some tentative conclusions. **The Committee recommends that there be a full and detailed review by an Inter-Departmental Committee of the role of the Queensland Police Service in serving warrants, particularly Warrants of Commitment.**

Background

The issue of warrants, their place in the administration of justice and the role of the Queensland Police Service and Information Bureau in their execution is discussed in this section.

The use of warrants is an integral part of the machinery by which a court enforces its rulings and decisions either in the course of the judicial process itself or in the execution of its orders and penalties. The role of the police in the execution of such warrants is also a matter of importance.

The effect of the relevant provisions of the Justices Act is that a warrant may be issued by a Justice of the Peace when a complaint is made before him/her that a person is suspected of having committed an indictable offence. However, when considering the implications of issuing warrants it is as well to remember that legislation allows a Justice to refrain from issuing a warrant for the arrest of a person if a summons would be as effective in bringing the person before the court to answer the charge (refer Justices Act Section 58). The Australian Law Reform Commission Interim Report on Criminal Investigations (Report No. 2) states that "arrest is a complete negation of freedom and as a result it casts a considerable onus on those who would justify it".

The possession of a warrant gives the police officer to whom it is directed certain protection which he/she would not otherwise have. Thus persons arresting another under a warrant may not be criminally responsible for their actions even though they arrest the wrong person (see Criminal Code, Section 252), or even though the warrant is bad in law (Section 253). Section 254 of the Criminal Code also provides for the use of reasonable force in association with the execution of warrants.

Types of Warrants

There are three major types of warrants: Warrants of Apprehension, Warrants of Execution, and Warrants of Commitment. Warrants of Apprehension authorise police officers to apprehend and bring an alleged offender before the courts. Warrants of Execution authorise police officers to seize goods. Warrants of Commitment authorise police officers to demand payment of a specified amount (usually originating from an unpaid fine) or else take the offender into custody.

The Warrant Bureau

The Warrant Bureau has the responsibility of maintaining computer records on the current location of all warrants, and filing unexecuted warrants. On 1st October 1991, the Queensland Police Service introduced new warrant handling procedures (Commissioner's Circular No. 71/91). With some exceptions, all warrants issued by a court are forwarded to the Warrant Bureau for immediate entry on to the Police Service mainframe. The warrants are then sent to the appropriate police station for serving. On receipt of a warrant, the officer in charge of the police station ensures that a Warrant Report is completed and the mainframe records are updated to indicate that the warrant has arrived at the station.

At the police station each warrant is allocated to a police officer who conducts inquiries by telephone or by visiting the appropriate address to locate the person named on the warrant. If the offender is located, the warrant is executed or satisfied. If the person is not at home, a calling card is left requesting the person to contact the police station. Some people do contact the police station and arrange to satisfy the warrant. If the person is not located, a Warrant Report is typed and attached to the warrant and then they are forwarded to the next appropriate police station or, in the absence of any further leads, they are returned to the Warrant Bureau.

In all instances, when a warrant is either executed, satisfied, returned to the issuing authority or is forwarded to another station, the computer records are updated from that station and the Warrant Report completed accordingly.

Resources

The dimensions of the workload involved in processing and serving warrants--both at the Warrant Bureau and at police stations--are reflected in some rudimentary calculations. Each year, police serve over 100,000 warrants. Currently, there are about 162,000 warrants State-wide, of which approximately 108,000 are Warrants of Commitment; about 3,500 are Warrants of Apprehension; and 1,200 are Warrants of Execution. (In addition, there are over 8,000 Mesne Warrants, over 4,000 are of other varied types, and some 37,000 are not designated on the computer as to their type but, in all probability, they are predominantly Warrants of Commitment.) Clearly, Warrants of Commitment constitute the bulk of police officers workload in serving warrants, and it is this type of warrant that drew the attention of the Committee.

The workload of Police Officers in serving Warrants of Commitment is demonstrated by some rough calculations. Assume that the average time a police officer takes to serve a warrant is, one hour. (Informal discussion with police officers suggests that they can serve about seven warrants per shift.) Police officers, therefore, spend over 100,000 hours each year serving warrants of all types, which is about the equivalent to 60 full-time police officers working on that task alone. In particular, this is the equivalent of about 50 full-time officers who are involved in serving Warrants of Commitment. There are further costs of support staff (both at the station, and at the Information Bureau, and the work of the officer in charge). Clearly, considerable policing effort and resources are spent serving warrants in general, and Warrants of Commitment in particular.

Role of the Police Service in the Execution of Warrants

Some preliminary observations are in order. Our first observation is that some warrants--particularly Warrants of Apprehension--are central to the duties of the Police Service. However, Warrants of Commitment constitute the bulk of police officers workload--80 per cent or more--in serving warrants. Most of these warrants originally stem from relatively minor breaches of the law, such as traffic and parking offences.

The second observation is, as already stated, that the personnel required to serve Warrants of Commitment is equivalent to at least 50 full time police officers, plus considerable support at the Information Bureau and at police stations.

The third observation is that those defendants who fail to satisfy the Warrant are taken into custody. The Committee notes current correctional policy as stated, for example, by the Hon. G. R. Milliner, Minister for Justice and Corrective

Services, as part of his Second Reading speech for the Corrective Services Amendment Bill (1991):

> The threat of gaol has been traditionally regarded as the mechanism to compel or, at the very least, encourage offenders to pay fines imposed by the courts. It is now almost universally considered that this approach is inappropriate for the following reasons--
>
> 1. The offences for which fines are imposed are not generally offences against the person. For example, many of them are simply traffic offences.
>
> 2. While in prison, fine defaulters may be exposed to physical harm from hardened inmates. That is one factor associated with fine defaulters which creates additional problems for gaol administrators.
>
> 3. Costs associated with gaoling fine defaulters represent a significant burden on the taxpayers of this State. That aspect is exacerbated by the fact that, as gaol terms served by fine defaulters are less than those served by the average gaol population, administration costs connected with their processing are also disproportionately high.
>
> 4. In those cases where fine defaulters simply cannot afford to pay the fine, gaol could be seen as a penalty of poverty. That is a concept which simply cannot be allowed to survive.
>
> Queensland Legislative Assembly, 18 July, 1991. p. 214.

This view is reflected in the Corrective Services Act, 1988 which allows offenders to apply for a fine option order that allows the sentence of a fine to be replaced by an order that the offender undertake a certain number of hours of community service. (Nearly 5,400 Fine Option Orders were issued in 1990-91.)

The Corrective Services Amendment Act (1991) may provide some relief for the Information Bureau and serving Police Officers in the execution of Warrants of Commitment. The Act extends the availability of fine option orders under the Corrective Services Act 1988. Under the original Act, a person upon whom a fine has been imposed may apply for a fine option order only at the time the original fine is imposed, or during the time allowed for its payment. The Amended Act allows a person who has been fined in the Magistrates Court to apply for a fine option order after the expiry of the time allowed for the payment of the fine, and even after a warrant has been issued or executed for its non-payment. Applications for fine option orders are made to the clerk of the court.

The most important feature of the Act is that it requires courts to ensure that written notice is given to the offender when that person is not before the court when a fine is imposed. This provides another reminder and it may prompt some offenders to pay the fine or seek a fine option order before a Warrant is issued and served.

Strategic Offenders

It is clear that a very small number of offenders use fine default/gaol at considerable advantage to themselves and at considerable cost to taxpayers. An offender who fails to satisfy a Warrant of Commitment with which he/she has been served is taken to the watch-house and then to gaol. (Less than one per cent of persons on whom warrants are served choose this option.) An offender who does choose gaol may have 20 warrants outstanding, each one of which requires payment of, say, $100--a total of $2,000. Under current legislation there are concurrency provisions regarding the calculation of the time for which the offender is to be detained in gaol. These provisions mean that the time to be spent in gaol is equal to the default time for the largest warrant. In the above example this is the time equivalent to defaulting on the largest warrant of $100. In addition, since all offenders receive 14 days remission, in many cases offenders are released immediately they are processed by the Department of Corrections.

The end result is that the fine defaulter may serve little or no time in gaol because of the combined effects of the concurrency provisions and 14 days remission. However, considerable effort may have been expended by the Police Service in locating the offender, executing the warrants, and subsequently transporting the offender to gaol. In addition, over $2,500 of administrative costs have been incurred by the Department of Corrections in processing the offender, even if they are immediately released. In these situations considerable costs have been incurred in enforcing the law for a series of relatively minor regulatory offences. The net result is that the process is open to considerable manipulation.

Police Functions and Warrants of Commitment

The Committee considered whether functions, such as serving Warrants of Commitment, are marginal to, or are outside the mission of the Police Service. Whether or not specific tasks are in the domain of operational police work, and thus require a trained police officer to perform the task depends, in part, on the answers to the following questions:

- Does the task require police powers to be properly performed?
- Does the task constitute a unique career path available only in the Police Service?
- Is training for the task available only through the Police Service?

The Committee's view is that notwithstanding the legal requirement for the task to be performed by police, serving Warrants of Commitment (and other warrants relating to the non-payment of fines) does not fall within the scope of core activities of police and therefore, should not be the responsibility of the Queensland Police Service. Serving a Warrant of Commitment does not necessarily require police powers; it does not constitute a unique career path

available only in the Police Service; nor is training for the task confined to the Police Service. Sheriffs, for example, provide a comparable service in the case of civil debts.

There are several reasons to reconsider the role of the Police Service in serving Warrants of Commitment. The role of warrants has been unnecessarily expanded with the police being forced, in effect, to act in the capacity of debt collectors for local government bodies and the like who use them to carry out the execution of "civil debt" warrants. Considerable resources are spent in the administration and execution of Warrants of Commitment for relatively minor offences. Since the usual way Warrants of Commitment are satisfied is through the payment of the fine, the task is not significantly different, in effect, from civil debt recovery.

Another concern is the effect on public perceptions on the proper role of the police and the willingness of the public to cooperate with a police service which is there to protect the community from crime, yet acts in the capacity of bailiff/civil debt collector for other agencies.

The Committee notes that in the past a great proportion of police duties have been determined by legislation which reflects little consideration of the costs of enforcement. The Committee's view is that the Commissioner of Police should consider making representations to the Secretary of Cabinet recommending that future submissions seeking permission for drafting of legislation should contain a separate section that discusses the cost of enforcement. Such action would focus the attention of Government on not only the application of legislation but also the costs of enforcement.

Alternatives - The Victorian Model

There are several viable alternatives which could replace the role currently being fulfilled by police with regard to Warrants of Commitment. Victoria provides an interesting example of the restructuring of the legislation relating to the execution of warrants. Victoria has shifted the serving of many warrants to the Sheriff's Office. The types of warrants executed by the Sheriff's Office include all warrants issued in civil matters, and all warrants issued for non-payment of fines.

In Victoria default for non-payment of fines by individuals is imprisonment. The execution process adopted by the Sheriff's Office, therefore, is identical to that followed by the Victoria Police. That is, demand for payment by a Sheriff. Where payment is not made, a statutory requirement for a 7 day notice exists. Seven or more days after delivering notification of the warrant, the defendant is arrested and transported to a police gaol. However, only a limited number of defendants are being gaoled since the underlying philosophy of the Sheriff's Office is that payment of the fine is the primary aim and execution of the warrant by other means (including gaol) is a "last resort" option.

It is anticipated that the Victoria Parliament will introduce legislative changes that will make payment a more desirable option to most defendants through the removal of existing concurrency provisions for multiple offences.

In addition, the existing system provides that in connection with vehicle-related offences, defendants may have their driver's license suspended while the fine remains unpaid. Although this action has been successful, the Victorian authority that issues and renews licenses is experiencing difficulty in dealing with the volume of cases as their current system involves manual processing.

In proposing and implementing the transfer of functions from Police to the Sheriff's Office, considerable effort was made to ensure that a "second Police Force" was not established. In particular, concerns had been expressed by the Police and the community about the possibility of Sheriff's Officers carrying firearms. To overcome the reservations of these groups, as well as eliminating any need to consider arming Sheriff's Officers in the future, legislation (Magistrates Court Act 1990) was formulated to permit the Sheriff to direct any warrant to the Police for execution where considered appropriate. This provision has other practical advantages of enabling Police to request to execute a particular warrant where there is a specific operational benefit for them to be involved.

Electronic Transmission of Warrants

A further issue relating to the operations of the Warrant Bureau is the requirement under existing legislation for the original warrant to be served on a person. This requires the ready availability of warrants. If the warrant is needed at one place for further processing on some one named on it, and the warrant is at another place, it must be sent by post. This can take longer than the period for which a person may be held in custody without the warrant.

The Service of Execution of Process Act 1901 (Commonwealth) as amended in 1991, deals, inter alia, with execution of warrants in one State that have been issued in another State. Section 19Z is apposite.

> "Procedure after apprehension.
>
> 19Z (1) As soon as practical after being apprehended the person is to be taken before a magistrate of the State in which the person was apprehended.
>
> (2) If the warrant or a copy of the warrant is available it must be produced to the magistrate.
>
> (3) If the warrant or a copy of the warrant is not produced, the magistrate may:
>
> (a) Order that person to be released; or
> (b) Adjourn the proceedings for such reasonable time, not exceeding 7 days, as the magistrate specifies and release the person on bail or in such custody as the magistrate specifies."

"A copy of the warrant" is defined in section 19E.

> "19E(1) a reference in this part to a copy of the document is a reference to a completely legible facsimile or photocopy of the document."

The Committee believes that legislation should be enacted permitting officers executing warrants to take advantage of modern information technology and be able to obtain warrants via facsimile or electronic transfer. **Consequently, the Committee recommends that facsimiles of warrants be used in the same manner within Queensland as they are in the Commonwealth.**

The use of facsimiles may give rise to multiple copies of an original warrant even though the original warrant has been satisfied. This requires careful control and audit. The problem may be overcome by setting a time limit within which the facsimile is deemed to be a copy of the warrant. (Facsimile machines print the time and date of transmission on the copy.)

Some legislative amendments may be necessary to ensure evidentiary validity; however, the Committee believes that such a system would lead to substantial administrative efficiency and assist in overcoming other problems within the Warrant Bureau (such as duplication of effort and clerical error) associated with the preparation of warrants.

Further Review

There is a pressing need for a review of the warrant process, and the preparation of a manual which clearly sets out the procedures to be adopted. At present, there is considerable paperwork regarding the physical movement and recording of warrants. Little, if any, thought seems to have been given to the process which follows the serving of warrants. For instance, it has been pointed out to the Committee that when interstate warrants are served pursuant to the Service and Execution of Process Act 1901 (Commonwealth) the person named in the warrant is taken into custody and there is no allowance for this person to pay the amount shown on the warrant or any costs without him/her being held in custody for some time. It would appear to the Committee that recourse could be had to section 26E(6) of the Commonwealth Act which allows the law of Queensland to be applied. This could allow the person detained to pay the sum owing and be immediately released. There is a pressing need for a review of the warrant process, and the preparation of a manual which clearly sets out procedures. **Consequently, the Committee recommends that the Warrant process be examined, along with the other procedures adopted with respect to warrants, and that the Police Service take legal advice as to the most resource efficient methods to be adopted.**

Summons

The Justices Act provides for the issuing of complaints and summons for indictable offences, simple offences, regulatory offences and breach of duty. Generally, as a first choice police officers should consider proceeding by complaint and summons. The summons procedure requires that the police officer complete a complaint form and take it to a Justice of the Peace, who signs the complaint and summons. The summons has a fixed date for the offender to appear at the courthouse. The offender must be located and served with the complaint and summons; if the offender cannot be located the summons cannot be served. The police officer must continue to extend the date of service of the summons by returning the summons to the courthouse and extending the date for service. If the offender is located and served with a copy of the summons the police officer then returns the served copy to the courthouse in order to notify the courthouse records. The police officer has to prepare bench charge sheets and a court brief to accompany the summons.

The Committee recommends that the summons screen on the Police Service mainframe be redesigned and kept as a separate screen, and that new instructions be issued for its use. The Committee also recommends that outstanding summons be updated on the screen as well as Justice Department records.

Further Recommendations

On the basis of the information available, the Committee reached the conclusion that the Police Service is acting as a debt collection agency, which is not a proper police function. If this is accepted, then serving Warrants of Commitment should be removed from the Police Service. This could be achieved by having bailiffs handle them (as is currently the practice in Victoria); or having a commercial debt collecting agency handle them. Alternatively, if the Police Service handles Warrants of Commitment, they should be authorised to charge a collection fee.

The Committee recommends, as a matter of administrative efficiency (and irrespective of what future arrangements are made with respect to the serving of Warrants of Commitment), that consideration be given to requiring the Department of Transport to check warrant indices prior to issuing driver's licenses and motor vehicle registrations to assist in the execution of outstanding warrants. Similar arrangements apply in other jurisdictions (for example, New South Wales) and are considered to be an efficient alternative in the administration of warrants.

The Justice Department should be responsible for holding, tracking and management of Warrants remaining with Police with details being entered at the Court House. Police in the field would then only need access to change status and location of the Warrant. A simple way to achieve this would be to give Court Houses terminal access to the Police Service mainframe. Some security

problems might arise as presently it is not possible to permit access to warrants whilst limiting access to other sensitive data on the Persons of Interest System.

If the status quo is to remain, the tape transfer of warrant details from Justice to Police computer needs to be investigated. There are at present about half a dozen courts that keep a record of warrants on computer. The rest have manual indexes. In practical terms, the present Police Service mainframe has the only State-wide system of warrants.

CHAPTER SIX

IMPLEMENTATION AND EVALUATION

Chapters Three, Four and Five of this Report discussed several changes required to enable the Information Bureau to operate in an efficient and responsive manner. Recommendations have been made regarding the future configuration of the Bureau and the need to coordinate and integrate computer-based information systems.

Implementation

The Committee's view is that many of its recommendations are, by necessity, contingent, given the considerable time frame necessary for the preparation of detailed plans for information technology, preparing submissions and receiving budgetary approval. The Committee's recommendations should not be elevated to the status of "sacred text" as strict adherence to the letter of the Committee's recommendations in a rapidly changing world may generate outcomes that are undesirable or ineffective, or no longer cost-effective. Nonetheless, in our view there are fruitful directions for improving the Information Bureau.

Organisational change is difficult to effect in any enterprise. The most likely process to achieve the desired outcomes is an on-going, consultative approach rather than a "one-off" set of recommendations which, however, appropriate at the time they were formulated, can quickly become outdated by changing technology and changing organisational structures. **Consequently, the Committee recommends that there be a two-year transition period covering calendar years 1992 and 1993, and that at the end of this two year period, (December 1993), a review of the direction and magnitude of change take place.** In proposing a two-year period, the Committee recognises that some of its recommendations are of such a magnitude or scope that their implementation is infeasible during this period; however, significant steps can be made.

At the commencement of this two-year period a small Implementation Team comprising representatives of the Criminal Justice Commission and the Police Service should be established. The purpose of the Implementation Team is to assess proposals, and evaluate the recommendations in light of the changing needs of the Queensland Police Service (and the availability and priority of resources to give effect to this Committee's recommendations), monitor the implementation of initiatives, and evaluate their impact. One member of this team should be the Police Service's Director, Administration and Finance, who is responsible for the Information Bureau under current organisational arrangements.

The Committee recommends that each section within the Information Bureau prepare an annual Forward Work Program that details activities to be undertaken during the year. These Forward Work Programs should contain performance indicators and be available to the Implementation Team for review.

Prioritising Projects

The Committee recommends that the following activities or projects be designated as high-priority for overcoming problems in the Information Bureau; however, within this group of projects the Committee is not assigning relative priorities. These projects are, in the Committee's view, likely to lead to the greatest productivity gains or increases in efficiency.

High Priority Projects

Communications system

Although the State-wide Police communications system does not fall within the scope of the Committee's Review, it is clear that without adequate communications the Information Bureau cannot provide timely and adequate information.

Integration

Future computer development within the Queensland Police Service should enable data to be exchanged between other police systems and criminal justice organisations. This requires that the Police Service develop a comprehensive data model and standards that are compatible with those in existence elsewhere.

Interim Systems

The Police Service should continue to implement interim systems to provide for the immediate requirements of the Information Bureau. However, it must be stressed that as resources become available to move to a long-term strategy, this option should be pursued.

Crime Reporting System

A comprehensive and accurate crime reporting system provides the foundation for describing the nature and effectiveness of policing in Queensland. It provides the means by which police officers at all levels access timely information. In operational police work, it provides appropriate information as and when requested. For reports of all kinds, up to and including the Commissioner's

Annual Report, statistics can be automatically generated, on demand, as a by-product of the system.

Consultation

The Committee found the level of consultation both within the Police Service and with outside bodies to be inadequate. Such consultation is essential to ensure that the services provided are, and remain relevant to police in the field and Police Service management. The ability of the Police Service to educate effectively the community in crime prevention and public safety, as well as the need for close community co-operation in policing, dictate that the Police Service (particularly the Information Bureau) must improve its communications with the Queensland business community and the public.

The Committee recommends the establishment of an Information Bureau Advisory Committee drawn from within the Police Service with representation from the potential and actual users of Information Bureau data. The Committee should be chaired by either the Deputy Commissioner (Operations) or an Assistant Commissioner. It should have representation from at least the following areas: Finance and Administration Division, operational police, the Information Systems Branch, the Bureau of Criminal Intelligence Queensland, and the Drug Squad. It should also include the Inspector in charge of the Information Bureau and the Officer in charge of training. The Committee should meet quarterly at a minimum.

APPENDIX I

TERMS OF REFERENCE OF THE COMMITTEE TO REVIEW THE QUEENSLAND POLICE SERVICE INFORMATION BUREAU

The Commission of Inquiry (Fitzgerald Commission) considered the quality of information on crime produced by the Queensland Police Service Information Bureau and found that the information produced was not adequate for any useful police function. In its report the Commission made recommendations for the Criminal Justice Commission to conduct a comprehensive review of the police information systems. Recommendations also emphasised that such a review is to take place in co-operation with specialist external consultants and officers of the Queensland Police Service. The Criminal Justice Commission has nominated a Committee consisting of experts and members of the Queensland Police Service and the Criminal Justice Commission.

The Criminal Justice Commission considers the review to be a co-operative venture and its primary aim is to assist the Queensland Police Service to improve its information capability. The Terms of Reference of the Committee are as follows:

1. Provide advice to the Criminal Justice Commission and Queensland Police Service as to the adequacy of existing legislation relevant to Information Bureau functions and make recommendations for amendments to legislation where appropriate.

2. Provide advice to the Queensland Police Service through the Criminal Justice Commission on prioritising projects identified in the Queensland Police Service information strategic planning process.

3. Ensure concepts, definitions and classifications used in the development and operation of statistical systems undertaken by the Queensland Police Service reflect the needs of users and are mutually compatible and integrated with those of other law enforcement agencies and Government Departments.

4. Review and recommend levels of staff and other resources required to achieve efficiently the objectives of Information Bureau functions.

5. Ensure the dissemination policy of Information Bureau functions is consistent with appropriate legislation and adequate for police and the needs of other Government Departments and authorised users, and has proper regard to privacy and civil liberties considerations.

6. Determine an appropriate cost effective charging policy which will provide a balance between requirements of clients to access Queensland Police Service data and elimination of over-servicing.

7. Provide advice on developing systems (and audit trails) to ensure confidentiality and security of data processed by Information Bureau functions.

It is envisaged that following the completion of this review and issuance of a report, the Committee will continue to support and review the Queensland Police Service in its activities associated with the Terms of Reference. In this sense it will remain an on-going monitoring function to assist the Queensland Police Service.

The Committee is to report results of its review by 31st October, 1991.

APPENDIX II

MEMBERSHIP OF THE COMMITTEE TO REVIEW INFORMATION BUREAU FUNCTIONS

Inspector Ruth Burgess, Special Projects, Queensland Police Service

Associate Professor David Chant, Department of Education, The University of Queensland (Chair)

Dr David Gow, Department of Government, The University of Queensland

Associate Professor Jim Hann, Manager, Information Technology, Queensland Police Service

Mr Jon Moore, Research and Co-ordination Division, Criminal Justice Commission

Dr Satyanshu Mukherjee, Director, Research and Co-ordination Division, Criminal Justice Commission

Mr Paul Roger, Director, Intelligence Division, Criminal Justice Commission

Mr Alex Stefan, Officer in Charge, Statistical Co-ordination Unit, Queensland Police Service

Mr David Smith, Director, Government Statistician's Office

APPENDIX III

POLICE SERVICES AND OTHER CRIMINAL JUSTICE ORGANISATIONS VISITED BY THE COMMITTEE

Police Services:

New South Wales, South Australia, Victoria, West Australia.

Other Criminal Justice Organisations:

National Exchange of Police Information (NEPI), Parramatta, New South Wales.
National Uniform Crime Statistics Unit (NUCS), Australian Bureau of Statistics, Melbourne, Victoria.
South Australian Office of Crime Statistics, Adelaide.
West Australian Crime Research Centre, Nedlands, Perth.

APPENDIX IV

EXISTING LEGISLATION RELEVANT TO QUEENSLAND POLICE SERVICE INFORMATION BUREAU FUNCTIONS

ACT	SECTION	TITLE TO SECTION
Adoption of Children's Act (1971)	S. 14B	Criminal histories to be disclosed.
	S. 59C	Disclosure of criminal histories.
Ambulance Service Act (1967)	S. 8(c)	Disqualification from office.
	S. 24(c)	Disqualification from office.
Art Unions and Amusement Regulations (1976)	Reg. 42	Reports may be obtained by Under Secretary.
Auctioneers and Agents Act (1971)	S. 17(2) & (4)	Application for license.
Carriage of Dangerous Goods by Road Regulations (1989)	Reg. 12	Qualifications.
Casino Control Act (1982)	S. 15	Police assistance S. 37(c) (ii) Consideration of application.
Corrective Services Act (1988)	S. 266	Commissioner of Police to provide criminal histories.
Criminal Law (Rehabilitation of Offenders) Act (1986)	S. 3	Interpretation. Particularly term of rehabilitation period - 10 years or 5 years under certain circumstances.
	S. 4	Construction of Act - disclosure of criminal history of any person subject to certain provisions.
	S. 5	Matter excluded from criminal history. Conviction set aside or quashed and a charge not part of criminal history of any person.

ACT	SECTION	TITLE TO SECTION
	S. 6	Non-disclosure of convictions upon expiration of rehabilitation period.
	S. 7	Section 6 not applicable in certain cases.
	S. 9	Duty to disregard certain convictions.
	S. 9A	Disclosure of particulars in special cases.
Director of Prosecutions Act (1984)	S. 13	Police assistance to Director.
Explosives Act (1952)	S. 45A	Provision of information by Commissioner of Police.
Gaming Machine Act	S. 2.25	Police assistance.
	S. 10.28	Disclosure of criminal history.
Hospitals Act (1936)	S. 13(7)(iv)	Disqualification.
Invasion of Privacy Act (1971)	S. 9(3)	Application for license or renewal.
Jury Act (1929)	S. 7	Disqualification
Libraries and Archives Act (1988)	S. 57	Public records over 30 years old.
Liquor Act (1912)	S. 14	Inspectors (officers and their duties).
Liquor Regulations (1955)	Reg. 13	Transfer of a license.
Mortgage Brokers Act (1987)	S. 9(2)(6)	Registrar's disposal of applications.
Mortgage (Secondary Markets) Act (1984)	S. 17(2)(ii) & (iv)	Registration to allow operation on secondary mortgage market.
Motor Vehicle Driving Instruction School Act (1969)	S. 10	Grant of license.

ACT	SECTION	TITLE TO SECTION
Motor Vehicle Driving Instruction School Regulations (1988)	Reg. 7(4)	Applications generally.
	Reg. 8	Further requirements in the case of applications for a license.
Police Service Administration Act (1990)	S. 48(1)	Commissioner's responsibility - efficient and proper administration etc.
	S. 10(2)	Authorized of disclosure Commissioner of Police may, in writing, authorise disclosure of information in possession of the Police Service.
Racing and Betting Act (1980)	Part V - Regulation of Total-isators S. 180	Disqualification from membership.
Retirement Village Act (1988)	S. 45	Subsisting conviction acts as a bar.
Security Industry Act (1975)	S. 37	Grant of dealers license or investment adviser's license.
State Transport Act (1960)	S. 10(d)	Disqualification from office of Commissioner and Deputy Commissioner.
State Transport Regulations (1987) (Affects areas of license to hire; taxi - meter cab; exempted cab; rental vehicle; carrying vehicle or private hire vehicle; also including school transport.)	Reg. 11	Application to be made to Commissioner.
	Reg. 14	Fitness of applicant to be determined.

ACT	SECTION	TITLE TO SECTION
	Reg. 16	Refusal of license.
	Reg. 99	Police reports.
The Scout Association of Australia, Queensland Branch Act (1975)		(No provision - community service issue.)
Tow-Truck Act (1973)	S. 6(3)	Application for a license.
Tow-Truck Regulations (1988)	Reg. 9	Application for a license.
	Reg. 10	Application for driver's certificate, assistant's certificate.
	Reg. 55	Police reports.
Traffic Act Regulations (1949)	Reg. 187	Pilot vehicle license etc.
	Reg. 188(2)(b)	Fit and proper person etc.
Travel Agents Act (1988)	S. 14(4)	Application for a license.
	S. 24(7)	Notice to show cause.

COMMONWEALTH (ARMED SERVICES)

Defence Act (1903)	S. 123F	Certain persons not permitted to serve in Defence Force.
Defence Force Discipline Act (1982)	S. 144	Previous acquittal or conviction.
Defence Force Discipline Regulations (1985)	Reg. 47(1)	Record of previous convictions.
Defence Force Discipline Rules (1985)	Rule 50(1)(b)	Convicted person's record, etc, and plead in mitigation.

[Note - Information is supplied at request of Armed Services Recruiting Group, by having special authorities signed by recruits (applicants) for necessary enquiries by members of the Army Investigational Branch.]

ACT	SECTION	TITLE TO SECTION
COMMONWEALTH (Other)		
Crimes Act (1914) (Federal Spent Convictions Scheme)	S. 85ZL	Interpretation - "spent"
	S. 85ZZH	Exclusions.
	S. 85ZZJ	Further exclusions - law enforcement agencies.
Crimes Regulations Statutory Rules No. 227 (1990)	Sub No. 227	Schedule 4.
Migration Act (1958)	S. 55	Deportation of non-citizens present in Australia for less than 10 years who are convicted of crimes.
	S. 57	Deportation of non-citizens who are convicted of certain serious offences.
Income Tax Assessment Act (1936)	S. 263	Access to books, etc.
MISCELLANEOUS		
* Australian Protective Services		Requests are received from APS re suitable applicants (by detailed correct form) to employment with APS - no apparent authority.
Overseas consulates		Requests for checks for various persons through consulates - no apparent authority.

APPENDIX V

SPENT CONVICTION LEGISLATION

The philosophy underlying both the State and Federal legislation under present consideration, revolves around the rehabilitation of the person convicted of a criminal offence and the impact of disclosure of prior criminal convictions on such rehabilitation.

The purpose of this brief opinion is to attempt to strike some sort of balance between that philosophy and the acknowledged importance and need to allow law enforcement agencies to function effectively by the permissible recording and dissemination of an individuals criminal history in certain well-defined and circumscribed situations. In more specific terms, it seems appropriate to focus on the areas of legalisation which contain within them provisions for the recording and access of criminal histories and their availability to various parties and to ascertain whether, and in what form and to what extent they offend the general principles contained in both State and Federal legislative provisions relating to spent convictions.

To the extent that any recommendations are made, they will be within that general framework relating to exemptions concerning 'spent convictions' in the relevant Commonwealth and State legislation and the criteria contained therein.

Principal Legislation Considered

(1) Crimes Legislation Amendment Act No. 108/89 Commonwealth.

(2) Criminal Law (Rehabilitation of Offences) Act 1986, Queensland.

(3) Privacy Act 1988 Commonwealth.

General Observations

Both the Federal and State Acts detail a number of exemptions and exclusions and in particular contain specific provisions relating to law enforcement agencies. (See: "Division 6 Exclusions - Crimes Act (Commonwealth)) and section 7 Criminal Law (Rehabilitation of Offenders) Act (State) and section 9.

Those provisions, broadly speaking cover the following areas:

(1) disclosure and information between law enforcement agencies;

(2) filing and recording of information;

(3) the use of information in the investigation and prevention of crime; and

(4) statutory obligations on parties either to reveal or refer to a previous criminal history.

Even a preliminary reading of the provisions suggests that they are open to a very wide range of interpretations and possible abuses which include the ever present danger of improper disclosure. Whatever mechanism is ultimately settled on as the most appropriate one, it must contain clear enforceable directions relating to security, accountability and control. This form of criteria seems to be a far more important consideration than the need to distinguish between State and Commonwealth legislation particularly having regard to that fact that both the State and Federal legislation contain the same types of considerations which deal with the way confidential information is handled by such agencies. There may well be a need for devising a better system of recording criminal histories, but the need for more effective accountability and control of law enforcement agencies dealing with criminal histories is far more pressing.

Consideration of Specific Legislation

The observations which relate to the following legislation are meant to reflect the concerns expressed above with respect to the disclosure of criminal histories which may contain spent convictions. It is to be hoped that they may be of some assistance.

1. Adoption of Children's Act (1971) section 14B and section 59c.

The provisions of the Act compel the disclosure of the person's prior criminal history for the purposes of enabling the Director to make a proper assessment of him for the purposes of the adoption process. In certain circumstances, the assessment can be made solely on the basis of that criminal history. Section 14(B) therefore appears to come within the category of matters contemplated by section 9 (1)(a) and section 59(c) justifies the disclosure of criminal history containing 'spent convictions'.

2. Ambulance Services Act (1967) section 8(c); section 24 (c).

These provisions relate to disqualification from holding office - as a member of the Ambulance Board. Where the rehabilitation period has expired, it seems to be a situation where the person need not disclose the relevant conviction and it also appears that there is no basis for its disclosure from any other source.

3. Art Unions and Amusement Act Regulations (1976) Regulation 42.

This regulation, prima facie, empowers the Under Secretary to at least request a report from Police Authorities although terms of reference are in my view so wide as to render them almost irrelevant.

4. Auctioneers and Agents Act (1971) section (2), (4).

Inquiries made under the terms of these two subsections should not disclose the existence of spent convictions and police should not be empowered to reveal them. In my view, revelation of such details could not be justified under the exemption provisions of either Federal or State legislation unless very specific grounds can be shown to exist.

5. Carriage of Dangerous Goods by Road Regulations (1989) Regulation 12.

Regulation 12 contains little or no basis to justify the supply of data of the type under discussion.

6. Casino Control Act (1982) section 15, section 37(c)(ii).

This legislation provides a basis for the supply of information which may include the criminal history of the applicant. Given the nature of the legislation and subject matter to which it referred, it does seem that there is justification for the supply of data and the exemption provisions of section 7 should apply although section 9 does not do so in specific terms.

7. Corrective services Act 1988 section 266.

This Act should preset no difficulties. Subsection (4) specifically incorporates into the legislation the exemption provisions of the Criminal Law (Rehabilitation of Offenders) Act 1986 and includes references to the Commission on its officers/employees.

8. Explosives Act 1952 section 45A.

The focus of this legislation relates to the applicants suitability to deal with explosives. I would think that some careful provision could be made for the supply of data by police which may include details of spent convictions but only strictly within the terms of subsection 45A 2(a) and (c).

9. Gaming Machine Act section 2.25, section 10.28.

Section 2.25 is somewhat vague in its terms of reference, although, under subparagraph (6), I suspect information, which may include details of spent convictions, could be provided relying on the exemption provision of the Act provided the giving of the data was fully justified within the exemption provisions. Section 10.28 itself requires the subject person to disclose his criminal history and therefore section 9 (1)(a) is relevant.

10. Hospitals Act (1936) section 13 (7) (iv).

The question of whether a person is undergoing a sentence of imprisonment is a matter of public record. This legislation does not appear to be of relevance in this context.

11. Invasion of Privacy Act 1971 section 9 (3).

The requirement in this instance is for the Commissioner to inquire into the 'fame of character and suitability' of the applicant but it does not appear to contain and express requirement to have regard to the applicants criminal history. Therefore in my view such a situation does not constitute and exception to allow the operation of section 9 (1) and in consequence section 6 applies.

12. Libraries and Archives Act (1988) section 57.

There seems no need to comment on this legislation.

13. Liquor Act (1912) section 14.

It is somewhat difficult to identify precisely the basis on which section 14 could prove a problem in the context of the spent conviction legislation. No useful comment seems appropriate.

14. Mortgage Brokers Act (1987) section 9 (2).

This provision deals with the disposal of applications and requires the registrar to inquire into the character and financial position of the applicant which may include a request to the Commissioner of Police. However, there appears to be no express requirement to have regard to the criminal history thus constituting an exception under section 9 (1)(b) and therefore in my view disclosure of the applicant criminal history containing spent convictions is not permissible.

15. Mortgage (Secondary Markets) Act Amendment Act 1984.

Section 17 (2) in terms required the Commissioner to make investigations into a relatively large number of matters include prior criminal convictions within a 10 year period from the date of application. This therefore constitutes a requirement to have express regard to the criminal history and constitutes and exception to the prohibition contained in section 6.

16. Motor Vehicle Driving Instruction School Act 1969 section 10.

There seems to be little to comment constructively in this area. There appears to be nothing in section 10 which constitutes an exception in terms of section 9 (1). and therefore section 6 applies unless there is a requirement or justification arising under section 7 (2).

17. Motor Vehicle Driving Instruction School Regulations 1988, Regulation 8.

This regulation appears to contain no basis for it to interfere with the operation of section 6 of the Act. Although the applicant must furnish relevant particulars in support of this application, there is no express requirement to disclose his criminal history, nor is the Commissioner required to have express regard to applicants criminal history.

18. **Police Service Administration Act (1990) section 10.2.**

This section authorises disclosure but is submitted that any disclosure relating to criminal histories/spent convictions is still to be read in accordance with provisions of section 7 (2).

19. **Racing and Betting Act 1980-1983, Part v. - Regulation of Totalisators section 180.**

There is no specific requirement for the Minister to have regard to the criminal history of the applicant. Therefore an exception is not constituted under the provision of section 9 and section applies to spent convictions.

20. **Retirement Villages Act (1988) section 45.**

In my view, there is nothing in the operation or requirements of this section which acts as a bar to the operation of section to the Act under consideration.

21. **Securing Industry Act 1975-1978, section 37.**

Once again, this legislation contains no express requirement that the Commissioner in making the assessment must by law have regard to the criminal history of the applicant and I can see no reason why the provisions of section 6 should not apply.

22. **State Transport Act 1960, section 10 (d).**

Provided the relevant time period in relation to spent convictions has elapsed, there appears to be no bar to the operation of section 6.

23. **State Transport Regulations 1982, Regulation 11, 14, 16 and 99.**

Regulation 11: The terms of this regulation may require the person, by law to disclose his history. Therefore section 9 may operate in this instance.

Regulation 14: This section in my view is less capable of constituting an exception under the provisions on section 9.

Regulation 16: The requirement in this instance is largely discretionary. Section 9 is not applicable.

Regulation 99: Once again the same considerations apply.

Note: Having made the above observations, I am aware, however, of the operation of section 7 (2), any of the subsections of which may serve to and act to exclude the applicability of section 6.

24. The Scout Association of Australia. Queensland Branch Act (1975).

Difficult to make any relevant observations with respect to this legislation.

25. Tow-Truck Act 1973, section 6 (3).

Section 6 of this Act does not contain in specific terms an express requirement to either disclose the criminal history of the applicant or to have regard to it. Once again, I can see no reason why, once the relevant period of rehabilitation has been attained, the provisions of section 6 should not operate.

26. Tow-Truck Regulations 1988, Regulations 9, 10 and 55.

Regulations 9 and 10 don't appear to contain anything in their terms which operate as an exception in terms of section 9 of this Act. Regulation 55, on the other hand could well constitute one of the exceptions covered by section 7 (2) of this Act.

27. Travel Agents Act 1988, section 14 (4), section 24 (7).

Section 14 (4) does not contain any express requirement necessitating an applicant, by law, to disclose his criminal history nor is there a statutory requirement on the Commissioner to have regard to the criminal history of the applicant. It seems therefore that section 6 operates with respect to this section.

Section 24 (7) is something of a 'grey area' in my view. If a request is made in terms requiring the disclosure of the applicants' criminal history, then the matter could conceivably come under the provisions of section 9 (1)(b) although, reading the legislation down and in favour of the applicant, one should be able to argue that this provision of section 6 should still apply.

Commonwealth Legislation

1. Defence Act 1903, section 123F.

In my view, because the Defence Force contains within it a significant "intelligence/security" component and is a recognised member of the intelligence community, the exclusionary provision under section 85ZZH (b) would become operative and would render section 85ZV subject to it.

2. Defence Force Discipline Act 1982, section 144.

3. Defence Force Discipline Regulations 1985 Regulation 47 (1).

4. Defence Force Discipline Rules 1985 Rule 50 (1) (b).

Without reaching firm conclusions on these particular pieces of legislation, my feeling is that section 85ZZH (c) would act as an exclusionary provision operating with respect to Division 3.

5. Migration Act 1958, section 55 and 57.

Section 85ZZH (d) appears to operate as an exclusionary provision in these instances.

6. Income Tax Assessment Act 1936, section 263.

This section does not appear to fit under any of the exclusionary principles contained under Division 6 and does not interfere with the operation of Division 3.

APPENDIX VI

KEY DOCUMENTS CONSULTED BY THE COMMITTEE

Criminal Justice Act (No. 111 of 1989).

Fitzgerald, G.E. (1989). Report of a Commission of Inquiry Pursuant to Orders in Council. Goprint: Brisbane.

Queensland Police Service Information Strategic Plan (1991-1995). Volumes I - III

Queensland Police Service Information Technology Operational Plan 1991/92.

Queensland Police Service, Commissioner's Circular, "New Warrant Handling Procedures". Circular No. 71/91, Ref. No. 820. 20 September, 1991.

Parliamentary Criminal Justice Committee (1991). Review of the Operations of the Parliamentary Criminal Justice Committee and the Criminal Justice Commission: Part B - Analysis and Recommendations.

APPENDIX VII

Sample Criminal Offence Report (Form QP10)

QP 10
4/90

QUEENSLAND POLICE SERVICE
CRIMINAL OFFENCE REPORT

This form should be typed

OFFICE USE ONLY

1. Station	2. C.O. No.	3. Date	4. Offence	C.I.	P.T.

5. Location (full address)	6. Police Division	7. Date and Time of Offence	S.Ck.	O.I.
Postcode ..... NHW		at hrs		

VICTIM No. 1

8. Victim (full names/titles of company/business) — 9. Address — Postcode:

10. Occupation — 11. D.O.B. — 12. Telephone No. (H) — (W)

VICTIM No. 2

8. Victim (full names/titles of company/business) — 9. Address — Postcode:

10. Occupation — 11. D.O.B. — 12. Telephone No. (H) — (W)

13. Informant — 14. Address — 15. Telephone No.

16. How Reported	17. Date and Time Reported	18. Type of Premises Entered	19. Means of Entry (entry - methods/tools used)

20. Any Special/Unusual Circumstances

(A) OFFENCE

21. Particulars of Offence *If (B) is relevant, state why/how offender/suspect implicated*

22. Description of Property (attach separate sheets if insufficient space.) Refer to reverse side of QP10A for details required in this section, and for computer screen requirements. Please ensure SVN and/or SPN number(s) is typed in this section.

23. Property Value $

24. Property Recovered $

25. Is property insured? ☐ Yes ☐ No

If Yes, name of Insurance Company .....

Name(s) of Insured and insurable interest .....

(B) OFFENDER/SUSPECT

COMPLETE ANY ITEM IN THIS SECTION, WHERE APPLICABLE, RE IDENTITY OF SUSPECT/OFFENDER

26. No. of Suspects/ Offenders

27. Names and Addresses

(No. 1) ..... Postcode .....

(No. 2) ..... Postcode .....

28. Sex

29. Mark Box

☐ Wanted ☐ Warrant Issued ☐ Interviewed ☐ Cautioned

☐ Wanted ☐ Warrant Issued ☐ Interviewed ☐ Cautioned

30. Aliases/Nicknames	31. Scars, Tattoos, Peculiarities - visible/prominent	32. Occupation and Employer
(1)		
(2)		

33. Place of Birth	34. Date of Birth	35. Age	36. Height (in cms)	37. Build	38. Complexion	39. Hair	40. Eyes	41. Photo No.
(1)								
(2)								

42. Marital Status	43. Motor Vehicle owned/used, Description - make, model, colour, year, reg. no.	44. Associates
(1)		
(2)		

45. Places Frequented	46. Next of Kin - name, address	47. Relationship to Complainant
(1)		
(2)		

48. Other Charges Pending?	49. Any Previous Convictions?	50. Identifiable By
(1) ☐ Yes ☐ No	☐ Yes ☐ No	
(2) ☐ Yes ☐ No	☐ Yes ☐ No	

51. Names of Police Officers who attended Complaint - Uniform and Plain Clothes

52. COPIES TO:-

Pink and Green - C.I.B. Brisbane/District Office
Old Gold and White - Information Bureau
Blue - Station File
White and White -
Auto Theft Squad Brisbane, in every case of attempting or unlawful use of a motor vehicle
Coaters Squad where property identifiable

Interested Stations
- Station where offence committed
- Special Squads, e.g. Armed Robbery, Drug Squad, etc.

See QTA 175A and 175B.

53. REPORT BY:-

Signature.....

Rank .....No.....

54. PASSED BY:-

Signature.....

Rank .....No.....

Date...../...../.....

55. RESULT OF INVESTIGATION:-

☐ S.C.O. report furnished ☐ No Result

☐ Complainant not advised because

.....

.....

OR ☐ Complainant advised on / /

Signature.....

Rank .....No.....Date...../...../.....