NEW SOUTH WALES AUDITOR-GENERAL'S REPORT
PERFORMANCE AUDIT

State Rail Authority: CityRail Passenger Security

A
THE AUDIT OFFICE
OF NEW SOUTH WALES

The level of risk to passenger security has always been higher on stations. Currently, the risk of becoming a victim of a serious or violent crime is more than seven times greater on a station than travelling on a train.

Also, the number of steal from person offences has more than doubled with increases on both trains and stations.

On the other hand, there has been a decrease of 27 per cent in reports of malicious damage (vandalism and graffiti) on the CityRail network. And StateRail reports recent improvements in passenger confidence in train travel.

Since the introduction of the security guards in 1998, there has been a fall in the number of serious crimes on trains. But it is too soon to judge the impact of other more recent initiatives.

StateRail and NSW Police each have a role to play in managing crime on CityRail. Arrangements between the parties were outlined in a 1995 Memorandum of Understanding.

There is now a need for a more formal, service level agreement between the parties. This may assist StateRail to better plan responses that complement rail policing and maximise improvements in passenger security.

Other findings

- Over 75 per cent of reported crime occurs on stations rather than trains

- Around two-thirds of reported crimes occur during the day. However, because of lower patronage at night, the risk of becoming a victim of crime is over five times greater at night than during the day

- Only seven per cent of reported crimes occur on trains after 7.00 pm

- The main purpose of CCTV is to record crime and assist police to identify perpetrators. There is very limited real time monitoring

- When announced in 1998, the cost of the security upgrade of stations was estimated at $55 million. The actual cost almost doubled to around $104 million and there have been significant implementation delays

- In 1988, 300 positions were transferred from StateRail to NSW Police as Transit Police. Transit Police are special duties police whose role is to reduce crime and violence on public transport

- In August 2002, Transit Police were operating with 196 officers. During the audit, positions were filled and there are currently 278 Transit Police.

THE AUDIT OFFICE
OF NEW SOUTH WALES

Further information

Ms Jane Tebbatt
Principal Performance Auditor
Phone: 02 9285 0074
Email: jane.tebbatt@audit.nsw.gov.au

The full report is available on our
Internet site: www.audit.nsw.gov.au

State Rail Authority: CityRail Passenger Security

THE AUDIT OFFICE
OF NEW SOUTH WALES

CityRail passenger security

Of the total number of serious crimes such as assaults and robberies, only a small portion occurs on a train or railway station. But when they do occur, they are widely reported in the media.

These crimes can raise public concern regarding the safety of train travel, particularly at night and on less well-patronised trains and stations.

Not all these concerns may be justified. Even so, they can lead to reduced patronage, decreased fare revenue and lower utilisation of rail services.

Over the last decade, the State Rail Authority (StateRail) has introduced a number of strategies in an attempt to reduce crime on CityRail stations and trains and improve passenger confidence in the safety of rail travel. Since 1998, over $220 million has been spent on upgrading passenger security on stations and trains.

Passenger security strategies included security guards on trains from 7.00 pm. More recently, additional lighting, 5,700 closed circuit television cameras (CCTV) and emergency help points have been installed on CityRail stations. In addition, CityRail has employed some 100 transit officers to patrol its network and intends to employ another 200 transit officers in 2003.

The audit

This audit examines the impact of these strategies on the number of reported serious or violent crimes such as assaults, sexual offences and robberies on CityRail over the last 5 years. It also examines changes in the number of less serious crimes such as steal from person offences.

Although changes in reported crime rates may reflect changes in the number of crimes, they may also reflect public willingness to report crime.

Audit opinion

While substantial steps have been taken to reduce crime and improve passenger safety and security, the results have been mixed.

Overall, the risk of a passenger becoming a victim of a crime on CityRail has increased.

The number of serious or violent crimes on trains have decreased by 43 per cent over the last 5 years. At the same time, these offences on stations have increased by 28 per cent. Together, because the number of incidents on stations is greater than on trains, the overall increase was 14 per cent.

Over the last four years there was no significant upward or downward trend in the overall number of serious or violent crimes.

Steve Sullivan

From: Barry Underwood

Sent: Wednesday, 12 February 2003 10:24 AM

To: All Network Users

Subject: Auditor-General's Report - CityRail Passenger Security

This morning the Auditor-General released a report on CityRail passenger security.

Over the last decade, CityRail has introduced a number of strategies to reduce crime on stations and trains and improve passenger confidence in the safety of rail travel. Since 1998, over $220 million has been spent upgrading passenger security.

This report examines the impact of these strategies on reported CityRail crime levels over the past five years. It also examines data on passenger opinions about the safety of rail travel.

Key Findings

While substantial steps have been taken to reduce crime and improve passenger safety and security, the results have been mixed.

Overall, the risk of a passenger becoming a victim of a crime on a CityRail train or station is higher than in 1997-98.

On stations, the numbers of serious or violent crimes (assaults, sexual offences and robberies) increased by 28 per cent over the last 5 years. On trains, the same offences decreased by 43 per cent. Overall, the increase was 14 per cent because the number of incidents on stations is greater than on trains.

While the number of serious or violent crimes on trains initially increased in the year after the introduction of security guards in July 1998, they have since fallen. But it is too soon to judge the impact of other more recent initiatives.

Currently, the risk of becoming a victim of a serious or violent crime is more than seven times greater on a station than on a train.

The number of *steal from person* offences has more than doubled with increases on both trains and stations.

On the other hand, there has been a decrease of 27 per cent in reports of malicious damage (vandalism and graffiti). CityRail also reports recent improvements in passenger confidence in train travel.

Recommendations

A summary of our recommendations is included in the report's executive summary http://www.audit.nsw.gov.au/perfaud-rep/Year-2002-2003/CityRail-Feb2003/ExecSum.htm#cityrail

Further Information

Please contact Bob Sendt on (02) 9285 0101 or bob.sendt@audit.nsw.gov.au

For a full copy of the report see our website http://www.audit.nsw.gov.au/perfaud-rep/Year-2002-2003/CityRail-Feb2003/CityRailContents.html

Regards,
Barry Underwood

Members of the Legislative Council
Members of the Legislative Assembly
Parliament House, Macquarie Street
SYDNEY NSW 2000

In compliance with Section 38E of the *Public Finance and Audit Act 1983*, I present a report titled **State Rail Authority: CityRail passenger security.**

R Sendt

R J Sendt
Auditor-General

Sydney
February 2003

Auditor-General's Report

Performance Audit

State Rail Authority

CityRail Passenger Security

Contents

Foreword

Foreword

There are many sound public policy reasons why public transport should be encouraged.

There are also many reasons why individuals choose to use – or not use – public transport. Perceptions of personal safety and security undoubtedly play a part in these choices.

Of the total number of serious crimes such as assaults and robberies, only a small portion occurs on a train or railway station. But when they do occur, they are widely reported in the media.

These crimes can raise public concern regarding the safety of train travel, particularly at night and on less well-patronised trains and stations.

Not all these concerns may be justified. Even so, they can lead to reduced patronage, decreased fare revenue and lower utilisation of rail services.

Over the last decade, CityRail has introduced a number of strategies in an attempt to reduce crime on stations and trains and improve passenger confidence in the safety of rail travel. Since 1998, over $220 million has been spent on upgrading passenger security on stations and trains.

This audit examines the impact of these strategies on reported crime levels on CityRail over the last 5 years. It also examines data on passenger opinions about the safety of rail travel.

R J Sendt
Auditor-General

February 2003

Executive summary

Executive summary

In early 1998, the NSW Government announced a range of security initiatives for CityRail trains, stations and car parks in order to make the rail system safe, secure and accessible for all customers.

The State Rail Authority (StateRail) has now implemented most of these initiatives at a cost of over $220 million. The aim was to reduce incidents of crime and improve public perception and public confidence in the safety of train travel.

The audit examines changes in the number of reported serious or violent crimes such as assaults, sexual offences, and robberies following the implementation of security initiatives. It also examines changes in less serious offences such as steal from person. The audit examines offences reported as occurring on trains or stations separately from 1997-98 to 2001-02.

Statistics on crime reported to NSW Police have been used in the analysis. Although changes in reported crime rates may reflect changes in the number of crimes, they may also reflect public willingness to report crime.

Audit opinion

StateRail has invested significantly over the last five years in passenger safety and security.

Security guards on trains from 7.00 pm were introduced in 1998. More recently, additional lighting, 5,700 closed circuit television cameras (CCTV) and emergency help points have been installed on CityRail stations. In addition, CityRail has employed some 100 transit officers to patrol its network and intends to employ another 200 transit officers in 2003.

While substantial steps have been taken to reduce crime and improve passenger safety and security, the results have been mixed.

Overall, the risk of a passenger becoming a victim of a crime on CityRail has increased.

The number of serious or violent crimes (assaults, sexual assaults and robberies) on trains have decreased by 43 per cent over the last five years. At the same time, however, these offences on stations have increased by 28 per cent. Together, because the number of incidents on stations is greater than on trains, the overall increase was 14 per cent.

Over the last four years there was no significant increasing or decreasing trend in the overall number of serious or violent crimes.

The level of risk to passenger security has always been higher on stations. Currently, the risk of becoming a victim of a serious crime is more than seven times greater on a station than travelling on a train.

Also, the overall number of steal from person offences has more than doubled with increases on both trains and on stations.

On the other hand, there has been a decrease of 27 per cent in reports of malicious damage (vandalism and graffiti) on the CityRail network. And StateRail reports recent improvements in passenger confidence in train travel.

Since the introduction of the security guards, there has been a fall in the number of serious or violent crimes on trains. But it is too soon to judge the impact of other more recent initiatives.

It is also difficult to evaluate StateRail's performance as it does not have a passenger security plan that outlines the intended outcomes from its investment in security. StateRail needs to articulate more clearly what it intends to achieve, and how it will measure and report its progress.

In regard to the overall management of crime on CityRail, both StateRail and NSW Police have a role to play. Arrangements between the parties were outlined in a 1995 Memorandum of Understanding.

However, there is now a need for a more formal, service level agreement between the parties. This may assist StateRail to better plan responses that complement rail policing and maximise improvements in passenger security.

Other comments

Evaluating results

The results of crime prevention initiatives can be evaluated in a number of ways. One is to examine trends in the number of reported crimes. Another is to assess the level of risk to passengers using the number of crimes per million passenger journeys.

Crime on CityRail

Around two thirds of reported crimes on CityRail (ie assault, robbery, sexual assault, steal from person offences) occur during the day. Over 75 per cent of these offences are reported to occur on stations rather than trains. Only seven per cent of crimes on CityRail occur on trains after 7.00 pm.

The risk to passenger security and safety has always been higher on stations than on trains. The likelihood of becoming a victim of crime is over five times greater at night than during the day.

Protecting passengers on stations

The installation of CCTV and emergency help points may assist in crime prevention on stations. It should be noted that the main purpose of CCTV is to record crime and assist police to identify perpetrators. There is very limited real time monitoring.

When announced in 1998, the cost of the security upgrade of stations was estimated at $55 million. The actual cost almost doubled to around $104 million and there have been significant implementation delays.

Policing CityRail

With the overall management of crime on CityRail, both StateRail and NSW Police have a role to play.

In 1988, 300 positions were transferred from the State Rail Authority Transport Investigation Branch to NSW Police as Transit Police. In August 2002, Transit Police were operating with 196 officers. During the audit, positions were filled and there are currently 278 Transit Police.[1]

While NSW Police maintains that Transit Police activities are supplemented by general duties police patrolling and responding to incidents on trains and stations, NSW Police could not provide any data on the extent of this additional coverage.

---

[1] Advice from NSW Police to the Audit Office 28 January 2003.

Arrangements between StateRail and NSW Police were outlined in a 1995 Memorandum of Understanding. Although the Memorandum has been under review for some time, there is now an urgent need for a more formal, service level agreement.

We also believe that there is a need for better coordination between the crime management activities of both parties particularly as StateRail has now employed 100 transit officers and intends to employ a further 200 officers in 2003. In this regard, the establishment of the StateRail-NSW Police Steering Committee in July 2002 has already improved coordination between the parties.

Monitoring and reporting performance

StateRail provides quarterly reports to the media on crime on CityRail and the results of customer surveys. StateRail does not publish these reports on its website.

Problems with both the quality of StateRail's crime data and the manner in which crime data is presented in these quarterly reports could lead to incorrect conclusions being drawn on trends in crime on CityRail.

There is also limited reporting in StateRail's annual report on the passenger security program particularly in terms of impact on crime rates and changes in passenger confidence in the safety of train travel.

Summary of recommendations

It is recommended that StateRail should:

Maximise improvements in passenger security by:

- developing a passenger security plan that outlines program objectives and activities, quantifies performance targets and outcomes, identifies performance indicators and costs

- monitoring and reporting on performance against targets and using this data to judge and report on the effectiveness of security activities

- including as part of its security plan, NSW Police activities in relation to crime prevention and detection as outlined in the service level agreement

- developing a risk management plan to identify best options for addressing risks to passenger security and to help deploy security resources.

Improve transparency and accountability for passenger security by:

- reporting changes in crime rates, passenger confidence levels and the cost of crime against targets in the annual report

- publishing quarterly reports on trends in rail offences over time (based on at least 2 years of data) using data from the Bureau of Crime Statistics and Research.

Review the effectiveness of transit officers by:

- completing a post implementation review to assess impacts on crime rates, passenger confidence and revenue following at least 12 months of operation

- including a report on the outcomes of the review in the annual report.

Improve the quality of customer surveys by:

- conducting surveys using a more systematic and rigorous methodology to ensure valid and reliable data on passenger perceptions

- including the results of surveys in the annual report and on the website.

Analyse the cost effectiveness of passenger security activities by:

- maintaining accurate, valid and reliable data on the direct and indirect costs of crime to support analysis of security programs.

Monitor the effectiveness of CCTV by:

- obtaining NSW Police data on the effectiveness of footage in identifying perpetrators and its usefulness as evidence in court proceedings.

Develop a service level agreement with NSW Police:

- clarifying the roles, responsibilities, accountabilities, liaison and reporting arrangements between the parties and specifying minimum service standards for policing CityRail.

Response from State Rail Authority

StateRail welcomes the opportunity to comment upon the Performance Audit Report of CityRail passenger security. The recommendations in the Report are generally supported and are largely consistent with the direction in which the StateRail Security program is currently being progressed.

The positive results of security investments

StateRail has invested significantly over the last five years in passenger safety and security. This has resulted in significant improvements to passenger security and the maintenance of a relatively low risk when travelling on the railways.

- *The total number of reported offences on trains is <u>low</u> compared with the 276 million passenger journeys on CityRail each year.*

- *The risk to passengers of becoming a **victim of crime** is now 9.45 incidents per million passenger journeys on stations and 3.13 incidents per million passenger journeys on trains, well below comparable risks on other urban rail systems in London or San Francisco.*

The Report demonstrates that significant improvements have been achieved. For example, recorded figures for 2001/02 year showed that in 2001/02:

- *Crime with violence - was the lowest total figure in 4 years and the lowest figure on trains for 5 years (Figure 4)*

- *Assaults on trains - 2001/02 were the second lowest figures in 5 years and represented a 48% reduction since 1997/98 (Figure 5)*

- *Sexual Assaults - at 128 incidents, was comparable to figures over the past 5 years which range from 122 - 139 per year (Figure 6)*

- *Robberies - 2001/02 was the lowest figure in 4 years and the lowest figure on trains in 5 years (Figure 7)*

- *Reports of malicious damage - was the second lowest figure (only marginally above the lowest) in five years.*

It is important to note that while the Audit Report shows that the category "Steal from Person" (which refers to theft without the threat or use of violence) shows an increase in 2001/02 on both on trains and stations, the Audit Report correctly states that the method of reporting this type of crime changed in August 2001 which explains part of the increase.

Following August 2001, the "Steal from Person" figures included a large category of offences that had previously been included under the category of "Property Offence". Property Offences had not previously been included in the "Total Crime" statistics reported for trains.

The Audit Report specifically notes that this renders comparisons with previous years to be invalid (see footnote 14) for the "Steal from Person" category. However, these figures are also included in the "Total Crime" reported for the period 2001/02. Hence a similar caveat to that noted in the Audit Report at footnote 14 should also be applied to comparisons between years for "Total Crime" statistics because the change in categorisation in August 2001 has had an impact on the "Total Crimes" reported in 2001/02.

StateRail acknowledges that further improvements can still be made. The Report highlighted the need for StateRail's Security Strategy to focus on the following specific areas:

- *Preparation of a consolidated StateRail Security Plan.*
- *Reduction in Steal from the Persons - both on trains and on stations*
- *Reduction in assaults and robberies on stations*

The need for a StateRail Security Plan (Reference page 20)

The Performance Audit Report acknowledges that StateRail already has in place a Corporate Security Business Plan for the current financial year. This Plan outlines key security initiatives that StateRail is either undertaking or has planned. These initiatives are linked to broader strategic objectives contained in our Corporate Plan.

StateRail has also developed a Critical Infrastructure Protection Plan which is specifically focussed on addressing the changed security environment which has prevailed since the advent of terrorist activities targeting Australian interests in the region (Singapore) and Australian nationals (Bali). It was considered appropriate to initially develop this as a distinct plan given the emergent and specific nature of these threats.

StateRail supports the development of a consolidated security plan and associated performance measures. To this end, priority has now been given to the development of such a plan for review by the StateRail Board in late March or early April 2003.

StateRail already monitors targets and performance indicators for its security programs. In particular, the organisation has actively gathered and considered a range of data (both internally generated and provided by external agencies such as BOCSAR) both in determining how its security resources ought to be deployed and in measuring the effectiveness of its initiatives.

The consolidated Security Plan will more clearly establish targets and performance measures to be used by StateRail in monitoring the efficacy of its security programs.

Reporting Crime on CityRail   (Reference Page 22)

StateRail utilises a number of data sets for analysis of crime data including:

- *NSW Police COPS database*
- *Annual reports from the Bureau of Crime Statistics*
- *General research on crime trends in New South Wales*
- *Internal CityRail Crime data*

StateRail is faced with the need to have rapid access to real time crime data, which enables us to initiate immediate security responses. Only the CityRail data provides this immediate access and feedback.

For long term comparisons StateRail accepts that BOCSAR statistics are preferred. However, StateRail's data can be immediately accessed and trends can be identified and addressed expeditiously.

CityRail's crime data have been publicly released each quarter to provide StateRail customers with real time information on the state of the safety and security on the network. StateRail intend to publish this information on its web site. CityRail will continue to provide this information to the media.

Transit Police - Memorandum of Understanding / Minimum Service Level Standards By NSW Police (Pages 23 & 24)

The need to develop a greater specification of agreed minimum service level standards relating to policing rail security is acknowledged by both StateRail and NSW Police.

This is currently one of the highest priority initiatives being progressed through the bi-monthly StateRail-NSW Police Rail Security Steering Committee comprising StateRail's Deputy Chief Executive and NSW Police Deputy Commissioner.

It is envisaged that a revised MOU and Service Level Agreement will be completed in the first quarter of 2003.

CityRail Passenger Surveys

CityRail introduced an in depth customer survey methodology in October 2001 to measure and track trends in our customer expectations across 14 key CityRail key performance areas, including personal security.

This new approach to customer research was developed specifically by a Market Research company as a tool to identify trends and to enable the identification of areas for operational improvements. The research methodology was professionally developed to enable period by period comparisons of changes in customer perception. StateRail considers this to be a significant factor for improvement in customer satisfaction, and data has already been used to provide input into business planning.

StateRail disagrees with the audit team's assertion that our current methodology is not rigorous. The research is undertaken every six months and provides sophisticated data on security matters as well as 13 other specific measures of customer service.

This approach allows for correlations to be analysed between the service criteria, hence enabling StateRail to examine complex relationships between factors. This information is overlaid with the security statistics collected by CityRail and customer feedback received though the "Your Say" Line.

It is worth noting that only very limited measurement and reporting of security measures existed in 1995 - making direct comparisons with the 1995 survey extremely dubious.

***In summary**, StateRail believes it has developed a comprehensive security package for CityRail customer safety/security. It includes initiatives such as:*

- *the introduction of 5,700 security cameras across the network*
- *700 Emergency Help Point facilities*
- *high intensity lighting at every CityRail station*
- *2 security guards on every train after 7.00pm*
- *recent introduction of dedicated Transit Officers*

Whilst acknowledging that further improvement in several areas is appropriate, overall security incidents reported for the second quarter of 2002 across the CityRail network have decreased by 32%, compared with the same quarter last year and by 39% over the past 18 months (StateRail data).

We believe this, at least in part, demonstrates that StateRail's improvements and strategies are being successful.

(Signed)

Howard Lacy
Chief Executive

Dated: 25 January 2003

See Appendix 4 for the State Rail Authority's response to specific recommendations.

1. Introduction

1.1 About StateRail

StateRail's principal objective is to deliver safe, reliable railway passenger services in NSW in an efficient, effective and financially responsible manner.[2] StateRail consists of two operating divisions; CityRail and Countrylink.

CityRail

CityRail provides suburban and intercity passenger train services from 302 stations extending from Nowra and Goulburn in the south to Dungog and Scone in the north and Lithgow in the west.

Passenger security initiatives

The NSW Government's overall policy objective for passenger security is a commitment to making the rail system safe, secure and accessible for all customers.

In early 1998, the Government announced a major security upgrade to all CityRail trains, stations and car parks.[3]

StateRail's main passenger security initiatives were:
- the installation of closed circuit television cameras (CCTV) at all rail stations and interchanges
- upgraded lighting at all stations and car parks
- contract security guards on all services from 7.00 pm
- a program to 'design out crime' when stations and interchanges are upgraded or when new facilities are constructed
- joint operations with NSW Police.[4]

CCTV and Help Point, Central Station

---

[2] Transport Administration Act 1988 section 4A (1)
[3] Action for Transport 2010 Department of Transport
[4] Correspondence to the Audit Office from the Minister for Transport dated 14 August 2001

Prior to this, StateRail was engaged in an extensive program of crime prevention. Various initiatives had been introduced on stations and trains to reduce crime and improve public confidence in the safety of train travel.[5] The major initiatives are listed in Table 1.

1.2   Crime on CityRail

Perception and risk

Improving security for passengers is a commercial issue. Revenue is lost if passengers avoid using public transport, generally or at specific times or in particular areas, because of their fears for personal security.

Yet the number of reported offences on trains is low compared with the 276 million passenger journeys on CityRail each year.[6] The risk of becoming a victim of a crime on CityRail is around 1 in 100,000 passenger journeys.

Reported crimes on CityRail (ie assault, robbery, sexual assault, steal from person offences) represent less than 5 per cent of total reported crimes in the community.

Figure 1:   Location of reported crimes 2001-02

Source: Bureau of Crime Statistics and Research
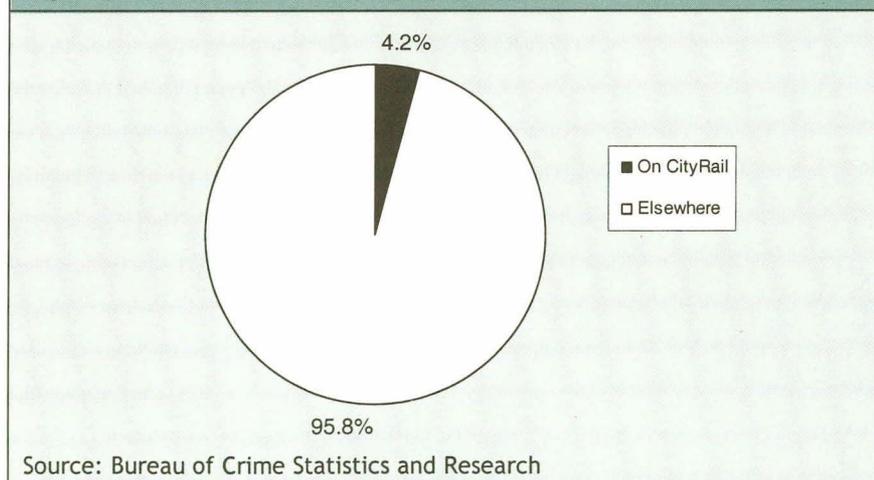
Although the proportion of crimes on CityRail is relatively small, there remains a public perception that travel on trains, particularly at night, is unsafe. Yet around two thirds of crime on CityRail occurs during the day ie between 7.00 am and 7.00 pm.

---

[5] SRA Corporate Plan 1998-2002
[6] SRA Patronage Trend Analysis August 2002

And around 75% of crimes are reported as occurring on stations.

Figure 2:	Reported crimes on CityRail by location 2001-02

Train
25%

Rail Station
75%

Source: Bureau of Crime Statistics and Research
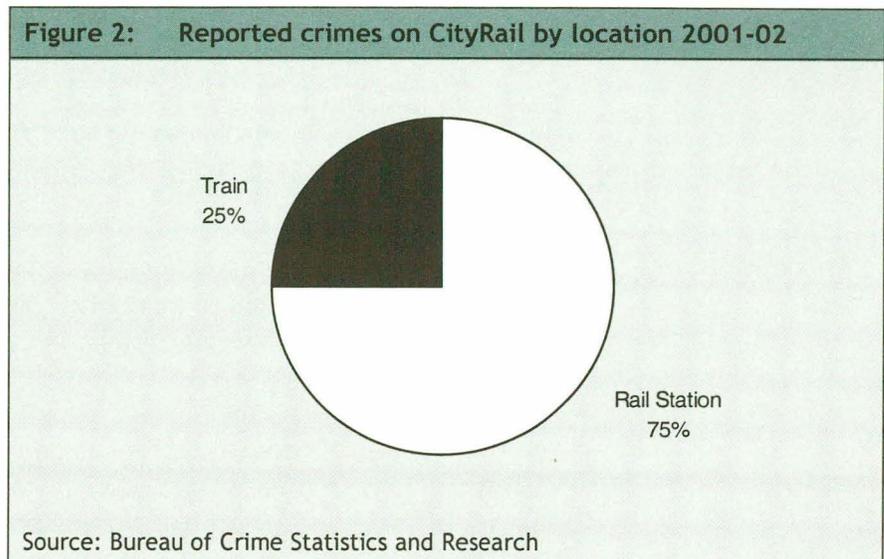
Policing CityRail

The NSW Transit Police are the primary law enforcement branch responsible for policing all public transport (buses, ferries and trains).

StateRail passenger security initiatives aim to complement the work of the NSW Transit Police.

Table 1:	Summary of security initiatives	
Initiative		**Implemented**
NightSafe zones on trains and stations		1992-93
Contract security guards on selected stations, trains and yards		1993
Midnight to dawn shutdown of city stations and NightRide bus service		1993
Security radio network introduced across CityRail		1993-94
Legislation to increase penalties and increase on the spot fines for graffiti and vandalism		1994
62 stations designated safe stations. Each station has staff present till last train, closed circuit television surveillance, improved lighting and passenger help points		1995
Closed circuit television cameras introduced on some train carriages to deter crime and anti-social behaviour		1995
Memorandum of Understanding with NSW Police		1995
Security audits completed for all metropolitan stations		1995-96
Government announces major passenger security upgrade for CityRail trains and stations to be completed by July 2000		1998
Two security guards posted on every CityRail train from 7.00 pm until the service closes each night		1 July 1998
Portable Duress Alarms for staff		1999
Lighting upgraded on stations		2000
Closed circuit television on stations		December 2000
Help Points on all stations giving passengers immediate contact with local control rooms		96% complete (November 2002)
24 hour monitoring of stations by local area control room staff with direct contact to Police		2002
100 new Transit Officers employed by CityRail to improve passenger and revenue protection		September 2002

2. Managing passenger security

2.1   Introduction

Fare evasion, vandalism and assault are major problems for all rail transit operators. The effectiveness of crime prevention initiatives relies heavily on the accuracy and reliability of data to develop incident and risk profiles. The quality of security plans and the coordination of activities between StateRail and NSW Police will also impact on success.

2.2   Security plans

A security plan should address the risk of crime on CityRail and include strategies to minimise risks to passenger safety and security, fare revenue and assets.

StateRail does not have a security plan although the need for a plan has been recognised as a priority for December 2002.[7]

As a consequence, StateRail has not quantified the outcomes it intends to achieve from its investment in security or how it monitors or measures its success.

Risk management   Without a plan, it is difficult to determine the contribution of the various initiatives adopted by StateRail to the overall management of risk.

There is also no long term, strategic direction for passenger security that would support management decision making, improve transparency and improve coordination with agencies such as NSW Police.

CityRail does, however prepare operational and tactical security plans for special events such as the Olympics and the Royal Easter Show. These plans focus on crowd control issues and passenger security under special operating conditions.

Recommendation   StateRail should:

- develop a passenger security plan that outlines program objectives and activities, performance targets and outcomes and costs

- develop a risk management plan to identify best options for addressing risks to passenger security and to help deploy security resources.

---

[7] Security Services and Revenue Protection Group Business Plan 2002.

2.3 Monitoring and reviewing performance

Although the general aim of the passenger security initiatives is to reduce crime and improve passenger confidence, StateRail has not developed performance indicators or quantified targets that would allow judgements to be made regarding the success or otherwise of the initiatives.

Case study: Measures of success
Examples of performance indicators and goals used in other jurisdictions to judge crime prevention strategies are: • to hold level and, if possible, reduce the number of robberies, sexual offences and assaults on trains and stations • to hold level and, if possible, increase the detection rate for robberies, sexual offences and assaults on trains and stations • to reduce by 2 per cent the number of vandalism offences on trains and stations • reduce the fear of crime amongst passengers and staff. Source: British Transport Police Annual Report 2000-01; British Transport Police Policing Plan 2002-03.

Recommendation

StateRail should:

• **develop performance indicators and targets to assess the impact of passenger security initiatives on crime by offence type and location and changes in passenger confidence**

• **include performance indicators in the passenger security plan.**

Cost of crime

The cost of crime is both direct and indirect. Direct costs include the removal of graffiti and repairing the damage caused by vandalism. Indirect costs include loss of revenue from passengers choosing alternative forms of transport.

Additional costs include critical media coverage, broken lights, telephones and signs, damaged surveillance cameras, loss of staff time, the cost of police investigations and the cost of security initiatives.[8]

---

[8] Australian Institute of Criminology Preventing Crime on Transport 1991 p3.

StateRail has estimated the cost of malicious damage to be around $6 million each year.[9] However, it does not maintain accurate data on the cost of cleaning and repairs caused by graffiti or vandalism across the CityRail network or the loss of revenue from service delays and cancellations due to property damage or other indirect costs.

Recommendation

StateRail should maintain accurate, valid and reliable data on the direct and indirect costs of crime to support analysis of the cost effectiveness of security programs.

2.4 Reporting crime on CityRail

StateRail provides quarterly reports to the media on crime on CityRail using its own data.

Incident recording systems

StateRail's passenger security incident reporting system records incidents reported to railway personnel. Although this data is readily accessible to StateRail and useful in determining security priorities, it is not an accurate and reliable record of crime on CityRail. More reliable data is obtained from NSW Police.

Problems with both the quality of StateRail's crime data and the manner in which crime data is presented in the quarterly reports could lead to incorrect conclusions being drawn on trends in crime on CityRail.

There is also limited reporting in StateRail's annual report on the passenger security program particularly in terms of impact on crime rates and changes in passenger confidence in the safety of train travel.

Recommendation

StateRail should:

- **report changes in crime rates, passenger confidence levels and the cost of crime against targets in its annual report**
- **publish quarterly reports on trends in rail offences over time (based on at least 2 years of data) using data from the Bureau of Crime Statistics and Research.**

---

[9] Train Security Guards, Security Supervisors and Vandalism, May 2001.

2.5   Transit policing

NSW Transit Police are special duties police whose role is to reduce the level of crime and violence on public transport and to increase passenger confidence in its use.[10]

In 1988, 300 positions were transferred from the State Rail Authority Transport Investigation Branch to NSW Police as Transit Police. In August 2002, Transit Police were operating below strength with 196 officers During the audit, positions were filled and there are currently 278 Transit Police.[11]

Allocated strength of Transit Police

There has been no change in the allocated strength of Transit Police since 1988 despite population increases, increases in passenger journeys and more recently, increases in the reported number of crimes on CityRail.

NSW Police advise that Transit Police activities are supplemented by general duties police who also patrol and respond to incidents on trains and stations. NSW Police could not provide any data on patrols carried out by general duties police to determine the extent of this additional coverage.

Transport Policy Unit

The NSW Police Transport Policy Unit has improved coordination between the twelve Transit Police units since it was established in July 2001. The Unit provides crime intelligence and reports and manages special operations. It also liaises with StateRail and State Transit.

Regular meetings are also held between StateRail executive and NSW Police to review and progress rail passenger security initiatives.

Memorandum of Understanding

Arrangements between StateRail and NSW Police are outlined in a 1995 Memorandum of Understanding. Although the Memorandum has been under review for some time, there is now an urgent need for a more formal, service level agreement between the parties. The agreement should outline how crime management activities will be planned, coordinated and reviewed and specify minimum standards for policing rail.

---

[10]   NSW Police website as at 18 November 2002.
[11]   Advice from NSW Police to the Audit Office 28 January 2003.

Minimum service standards for policing rail should include the:

- frequency of patrols of stations and trains
- response times for incidents on stations and trains
- provision of advice on the outcomes of investigations
- provision of crime data and intelligence
- conduct of special operations
- data on the effectiveness of policing strategies for rail
- level of passenger satisfaction with Transit Police activities.

Recommendation

StateRail should:

- **develop a service level agreement with NSW Police. The agreement should:**
  - o **clarify the roles, responsibilities, and accountabilities of each party**
  - o **outline liaison and reporting arrangements between the parties**
  - o **specify minimum service standards for policing CityRail**
- **include as part of its security plan, NSW Police activities in relation to crime prevention and detection as outlined in the service level agreement.**

3. Crime on CityRail

3.1 Introduction

The audit examined crimes on CityRail trains and stations involving personal confrontation or the potential for personal conflict. These crimes include assaults, sexual offences, robbery and steal from person offences.

Reported incidents of malicious damage (vandalism and graffiti) were also reviewed due to the impact on passenger perceptions of security and its direct influence on the cost of crime.

Interpreting crime data

The aim of the various security initiatives was to reduce crime and improve public perception and public confidence in the safety of train travel.

Reported crime statistics are useful for monitoring trends in crime. However they should be interpreted with care. Changes in reported crime rates may reflect changes in the number of crimes that occurred, but may also be due to other factors such as public willingness to report crime and changes in policing policy and activity.[12]

The audit examined changes in the reported number of crimes on CityRail between 1997-98 and 2001-02, the results of trend analysis and changes in passenger risk.[13]

3.2 Results for crime on CityRail

Passenger security initiatives have achieved mixed results. Since 1997-98, the risk of a CityRail passenger becoming a victim of a crime has increased. However, the numbers of reported assaults, sexual assaults and robberies occurring on trains have decreased.

Table 2: Changes in the number of reported crimes from 1997-98 to 2001-02			
Offence Type	Trains	Stations	Total
Assaults (1)	Decrease	Increase	Increase
Sexual Offences (2)	Decrease	Increase	Increase
Robbery (3)	Decrease	Increase	Increase
Violent crimes (1+2+3)	Decrease	Increase	Increase
Steal from Person[14]	Increase	Increase	Increase
Malicious damage	Decrease	Decrease	Decrease

---

[12] NSW Bureau of Crime Statistics and Research Crime and Justice Statistics April 2002.

[13] Statistical trend tests conducted by BOCSAR. Refer also to Appendix 2 and Appendix 3 for data on offences.

[14] Only data up to 2000-01 has been used for analysis. The NSW Bureau of Crime Statistics and Research advised that changes in August 2001 in the way NSW Police record steal from person offences prevent comparisons with earlier periods.

Overall results

Since 1997-98, the overall number of reported assaults, sexual offences, robbery and steal from person offences has increased by around 50 per cent to 3,541 in 2000-01.[15]

Figure 3:   Reports of crime on CityRail

Source: Bureau of Crime Statistics and Research
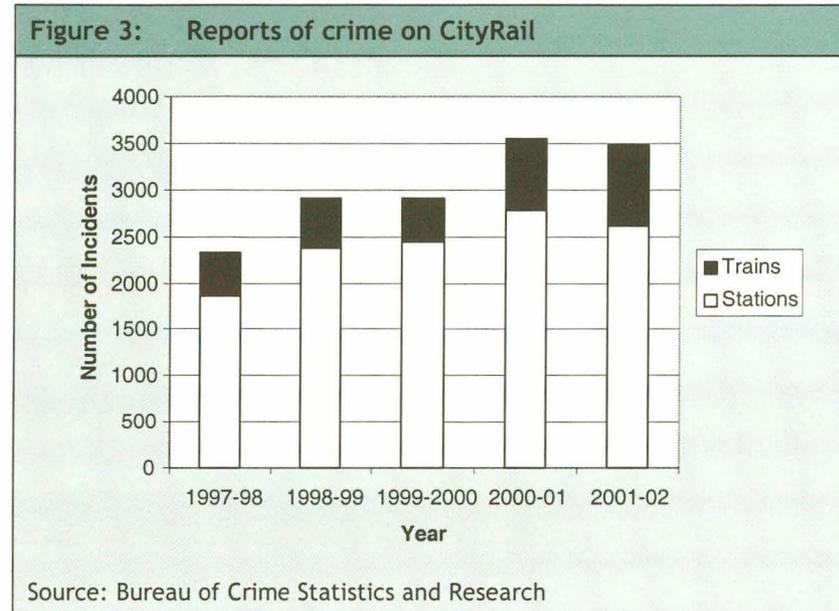
There has been a significant upward trend in these offences since 1997-98 on both trains and stations. On trains, the upward trend is mainly due to a significant increase in reports of steal from person offences.[16]

Following the installation of closed circuit televisions on stations (December 2000) the number of reports of crimes on CityRail appears to be decreasing. However, it is too early to judge whether this result is significant.

Passenger risk

The risk of a passenger becoming a victim of a crime on CityRail at a specific time depends not only on the volume of crime but also on the number of passengers travelling at that time.[17]

Risk was assessed using passenger journey data provided by StateRail. A passenger journey entails a passenger travelling from one station to another.

---

[15]   Only data up to 2000-01 has been used for analysis. The NSW Bureau of Crime Statistics and Research advised that changes in August 2001 in the way NSW Police record steal from person offences prevent comparisons with earlier periods.

[16]   ibid

[17]   NSW Bureau of Crime Statistics and Research Crime on the Rail System 1994 p6.

The risk of becoming the victim of a crime on CityRail has increased since 1997-98. The risk to passengers is now 9.45 incidents per million passenger journeys on stations and 3.13 incidents per million passenger journeys on trains.

3.3   Results for serious crimes[18]

Reports of serious crimes (ie involving violence or the threat of violence) have increased overall by 14 per cent from 1997-98 to 1,904 incidents in 2001-02. There has been a 28 per cent increase in reported offences on stations and a decrease of 43 per cent in reported offences on trains.

Over the last four years, there was no significant upward or downward trend in the overall number of serious or violent crimes.

Figure 4:   Crimes with violence or the threat of violence

Source: Bureau of Crime Statistics and Research
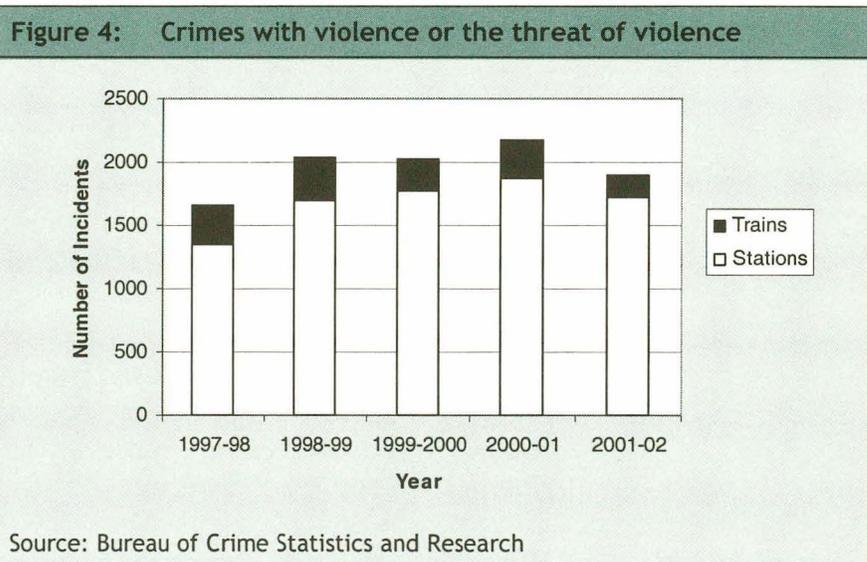
The level of risk to passenger security and safety has always been higher on stations. However, due to the increase in the reported number of serious crimes on stations, the likelihood of being a victim of a serious crime on a station is now more than seven times that of travelling on a train.

---

[18]   Serious crimes are crimes with violence or the threat of violence, including assaults, sexual assaults and robberies.

3.4 Results by offence type

Assaults

The number of reported assaults has risen by 15 per cent since 1997-98 to 1,224 in 2001-02. Reported assaults occurring on trains decreased by 49 per cent over the period whereas the number on stations increased by 25 per cent.

Figure 5: Assaults

Source: Bureau of Crime Statistics and Research
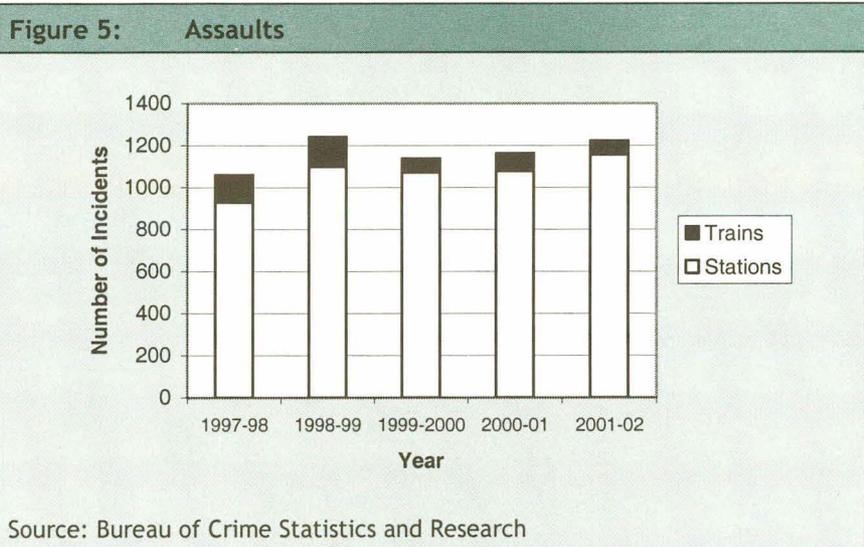
On stations, there was a significant upward trend in assaults over the last five years. Over the last four years this trend was stable. On trains, the trend was downward. The risk to passengers is 4.19 incidents per million passenger journeys on stations and 0.24 incidents per million passenger journeys on trains.

Sexual offences

The number of reported sexual offences has remained relatively stable over the period with 128 offences reported in 2001-02. Trend analysis indicates there has been a significant downward trend in reported offences on trains.

Figure 6: Sexual offences

Source: Bureau of Crime Statistics and Research
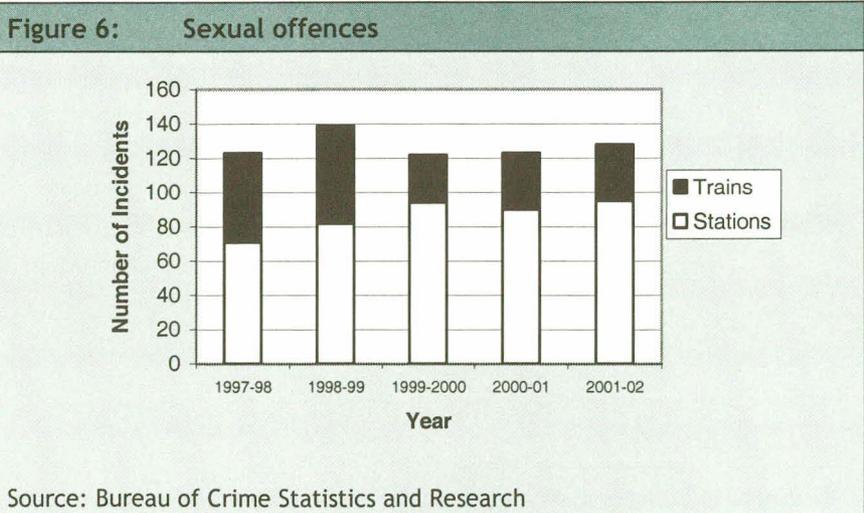
There has been little change in the risk of sexual assaults since 1997-98. The current rate is 0.34 sexual offences per million passenger journeys on stations and 0.12 per million passenger journeys on trains.

Robberies

A robbery is the theft of money or property from a person accompanied by the threat or use of physical force.[19]

The number of reported robberies increased from 1997-98 to 2000-01 by 86 per cent. However, in 2001-02 the number of robberies decreased by 38 per cent compared to the previous year.

Figure 7:   Robberies


Source: Bureau of Crime Statistics and Research
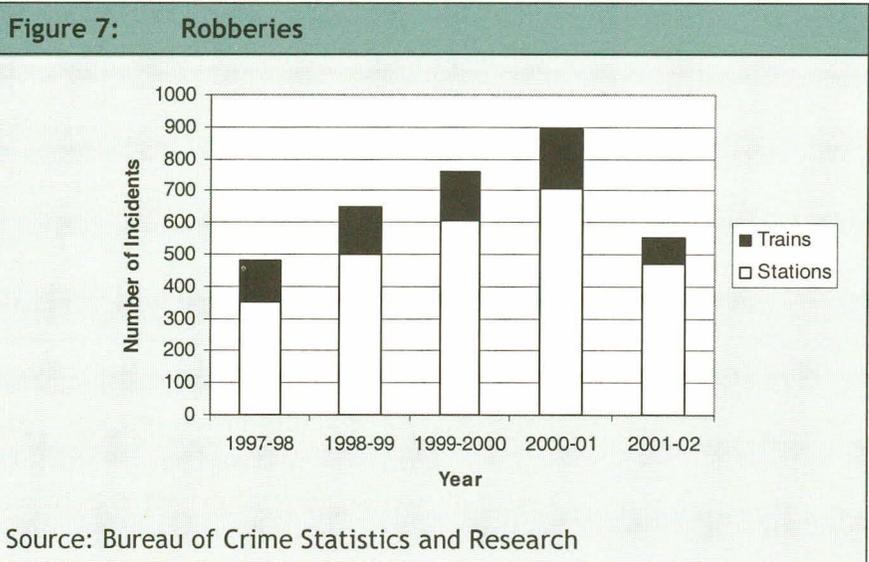
The overall trend for robberies on stations was upward, even though the number of robberies have fallen since 2000-01. On trains, over the last five years the trend was stable. Over the last four years this trend is downwards on trains.

The risk of robbery followed the same upward trend from 1997-98 decreasing in 2001-02 to 1.71 incidents per million passenger journeys on stations and 0.29 incidents per million passenger journeys on trains.

Steal from person

Steal from person offences are a form of personal theft but do not involve injury, struggle or threat of violence.

---

[19]   Bureau of Crime Statistics and Research Crime and Place: An analysis of assaults and robberies in inner Sydney

There was a 76 per cent increase in reports of steal from person offences on stations from 1997-98 to 2000-01. The corresponding increase on trains was 185 per cent.[20]

Figure 8:   Steal from person offences

Source: Bureau of Crime Statistics and Research
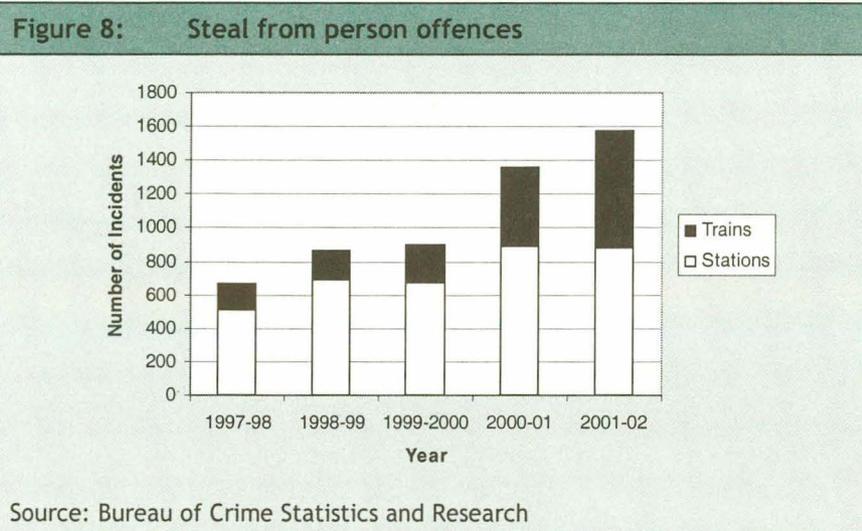
The number of reported steal from person offences on stations may have been influenced by the installation of closed circuit television cameras on stations from December 2000.

The risk of steal from person offences has increased to 2.96 incidents per million passenger journeys on stations and 1.54 incidents per million passenger journeys on trains in 2000-01.

3.5. Crime and time of travel

Almost twice as many incidents occur during the day compared to travel after 7.00 pm.

However, crime rates per million passenger journeys indicate that the likelihood of becoming a victim of crime is over five times greater at night than during the day.

---

[20]   Steal from person offences are crimes involving theft of property in the presence of the victim. Only data up to 2000-01 has been used for analysis in this section. Changes in August 2001 in the way NSW Police record this type of offence prevent comparisons with earlier periods.

Figure 9:   Risk of crime by time of travel

Source: Bureau of Crime Statistics and Research
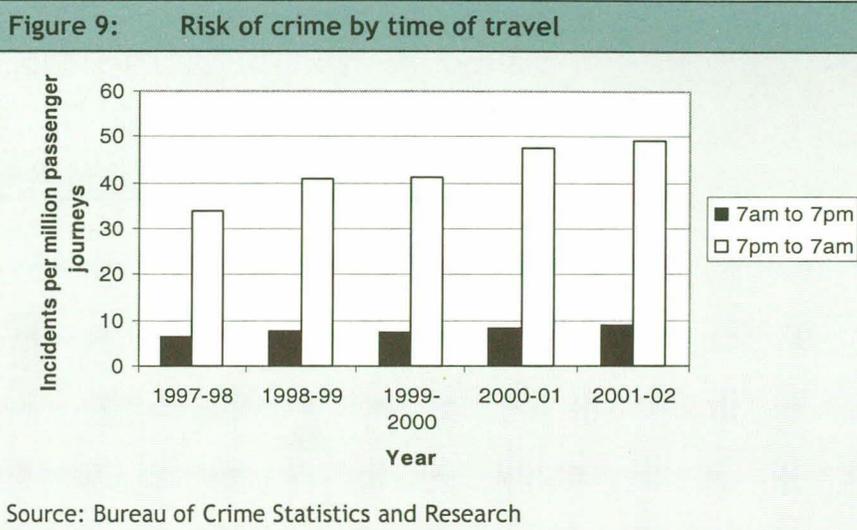
Data on patronage

Changes in patronage will influence risk; recent data indicates patronage has decreased after 7.00 pm. However, StateRail data on passenger journeys is not sufficiently robust, particularly outside peak hours, to support reliable, detailed analysis of passenger safety and security risks.

3.6 Malicious damage

Graffiti and vandalism on trains and stations can signal poor supervision and diminished control and increase passenger feelings of insecurity and personal risk.[21] Since 1997-98, the reported incidence of graffiti and vandalism on the CityRail network has decreased by 27 per cent.

Figure 10:   Reported incidents of malicious damage

Source: Bureau of Crime Statistics and Research

---
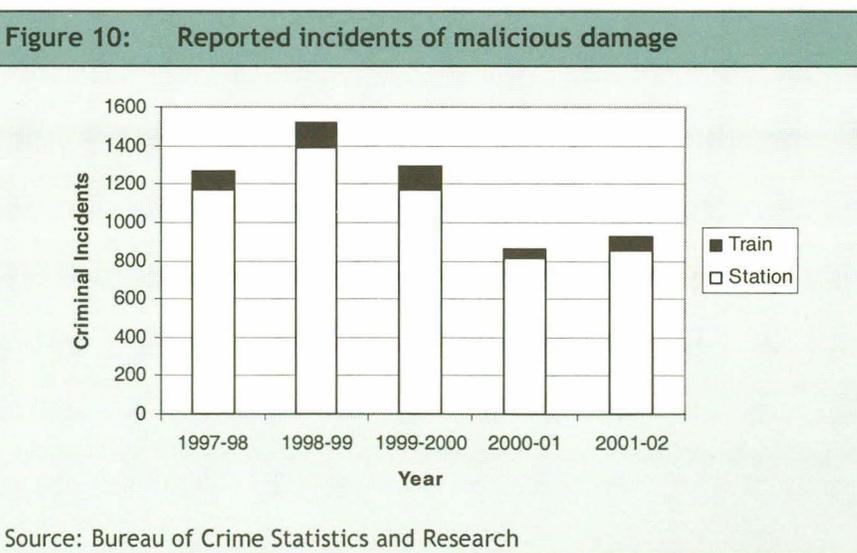
[21] Australian Institute of Criminology *Preventing Crime on Transport* 1991 p3.

4. Protecting passengers on trains

4.1   Introduction

Around 25 per cent of reported crime on CityRail occurs on trains with only seven per cent of crime occurring on trains after 7.00 pm.[22]

Passenger security initiatives on trains include contract security guards and design features such as intercoms and help points for passengers to speak directly to the guard if there is a problem. The latest design feature is closed circuit television cameras in the millennium train carriages.

4.2   Contract security guards

The aim of placing security guards on trains is to reduce the incidence of assault, harassment and vandalism and improve passenger perceptions of safety.   The anticipated long-term outcome is increased patronage.[23]

Since May 1998, security guards have patrolled CityRail trains after 7.00 pm until services cease at around 3.00 am.

Security guards are provided by Chubb Security Australia Pty Ltd under contract. Two hundred and fourteen, two person teams operate Monday to Friday and around 119 teams operate on weekends. An additional 35 teams operate between 2.00 pm and 7.00 pm weekdays patrolling high risk services.

Security guards on trains cost $23.9 million in 2001-02 representing around 50 per cent of CityRail's annual budget for security initiatives.

Contract security guards can not issue infringement notices under the *Rail Safety Act 1993* and have no special powers of arrest.

---

[22] During 2000-01 and 2001-02 between 7:00 pm and 7:00 am, 7.3 per cent of reported crime on CityRail occurred on trains according to data from the NSW Bureau of Crime Statistics and Research.

[23] Awarding of Contract to provide On Train Security Guards (p1) Submission to StateRail Board 28 May 1998

4.3   Results

Impact on crime

Since 1997-98, the number of reported serious or violent offences on trains has decreased by 43 per cent.

However, there has been an increase of around 60 per cent overall in the volume of crime on trains resulting from an increase in reports of steal from person offences.[24] StateRail believes this increase reflects greater reporting of crime on trains by security guards rather than any real increase in the number of offences.[25]

Impact on passenger perceptions

When patrols started, passengers indicated that they generally felt safer with the guards on trains than without.[26] More recently, passengers have raised doubts regarding the effectiveness of guards in responding when a crime does occur.[27]

It is not possible to conclude whether contract security guards have continued to influence passenger perceptions of safety due to the lack of recent data. (Refer Section 6: Improving passenger confidence.)

4.4   The contract

In May 1998, StateRail entered a contract for security guards on trains for one year with an option for a further year. In July 1999, StateRail exercised the option and extended the contract to 30 June 2000 varying the contract to allow a further one year extension. In 2000, StateRail again exercised the option and extended the contract to 30 June 2001 including variations to cover the Olympic period. The contract was extended again to April 2002 and again to June 2003.

The market has not been tested since 1998 to determine if there is a more efficient and effective option for the provision of these services.

Recommendation

StateRail, at the completion of the current contract, should:
- **assess its need for contract security guards in light of the employment of transit officers**
- **if security guards are required, conduct market testing to achieve best value.**

---

[24] Only data up to 2000-01 has been used for analysis. Changes in August 2001 in the way NSW Police record this type of offence prevent comparisons with earlier periods.

[25] StateRail Annual Reports 1999-2000, 2000-01; Department of Public Works and Services Review of StateRail Security 2001 p18

[26] CityRail Passenger Perception Survey 1999

[27] CityRail Passenger Perception Survey February 2001

4.5 Transit officers

In October 2002, StateRail employed 100 transit officers to patrol stations and trains.

Unlike contract security guards, transit officers are authorised to issue infringement notices.

StateRail predicts the cost of transit officers will be offset by decreases in fare evasion, a reduced number of contract security guards and increased revenue from infringement notices. The potential impact of transit officers on crime or passenger perceptions of safety has not been stated.

StateRail plans to review the effectiveness of transit officers by mid February 2003. Irrespective of the result, StateRail intends to employ a further 100 transit officers by February 2003 and another 100 transit officers by 30 June 2003.[28]

Transit officer staffing levels are not based on intended outcomes. It is uncertain whether the current level or the proposed 300 transit officers are adequate for the task.

Recommendations

StateRail should:

- complete a post implementation review of the effectiveness of transit officers on reducing crime rates and improving passenger confidence following at least 12 months of operation. The review should include an assessment of resource requirements

- report the outcomes of the post implementation review in its annual report.

---

[28] StateRail Security Services and Revenue Protection Group Business Plan 2002/03 p8.

---

5. Protecting passengers on stations

5.1 Introduction

Around 75 per cent of reported crimes on CityRail occur on stations. The risk of becoming a victim of a serious crime on a station is more than seven times greater than while travelling on a train.

Passenger security initiatives for stations include security patrols, improved lighting and design and layout changes. Reduced platform waiting areas have also been used across the system.[29]

5.2 Security initiatives

Closed circuit television, emergency help points, additional lighting and long line address systems were installed on all CityRail stations as part of the 1998 upgrade of passenger security. All initiatives aim to prevent crime or record criminal events.

Closed circuit television

Closed circuit television cameras are mounted at station entrances, ticket barriers, ticket vending machines, entrances to toilets, platforms and some car parks and bus interchanges.

The system is monitored from 17 Group Remote Monitoring Locations which are staffed 24 hours, seven days a week. Cameras can also be monitored by staff on the same station, at StateRail's centralised control centres and at the NSW Police Operations Centre.

Closed circuit television is designed for post event recording and verification.[30] Passengers in need of urgent assistance need to activate a help point which places them in contact with CityRail personnel who can contact police and emergency services.

---

[29] Known as blue light zones, these areas are marked safety zones on platforms that correspond to the location of the guards carriage.

[30] Intruder Security Group Pty Ltd Overview of CCTV Monitoring System for SRA March 2002 p.8

Bankstown Group Remote Monitoring Location

5.3 Results

Delays in the implementation of closed circuit television cameras and emergency help points make it too early to draw any valid conclusions on the impact on crime rates and public confidence in train travel.

Impact on crime

From 1997-98 to 2000-01, there was a significant increase in the volume of crime on stations with the number of reported crimes increasing by around 50 per cent.[31]

From 1997-98 to 2001-02, there was also a 28 per cent increase in the number of reported serious or violent crimes on stations.

Since May 2001, the number of reported crimes on CityRail stations has decreased. However, it is too early to judge whether this result is significant.

Impact on passenger perceptions

StateRail does not have any recent data to assess passenger opinions regarding the impact of station security upgrades on perceptions of safety.

---

[31] Only data up to 2000-01 has been used for analysis. The NSW Bureau of Crime Statistics and Research advised that changes in August 2001 in the way NSW Police record steal from person offences prevent comparisons with earlier periods.

Monitoring effectiveness

In 2001-02, CityRail processed on average, around 200 requests each month from NSW Police for copies of tapes from cameras on stations.

StateRail does not monitor the effectiveness of cameras on stations in identifying perpetrators or as evidence in court proceedings.

Recommendation

StateRail should monitor the performance of the CCTV using NSW Police data on the effectiveness of footage in identifying perpetrators and its usefulness as evidence in court proceedings.

5.4 Implementation

The cost of the security upgrade for stations increased from the original estimate of $55 million to $104 million.

The project has also been delayed. Completion was due by June 2000, however CCTV cameras were not fully operational until December 2000. Security lighting was completed around the same time. Emergency help points are being progressively installed and StateRail reports that 96 per cent were operational in October 2002.

Some increases in costs and project delays were due to the need for additional cameras in car parks and bus interchanges and lighting and power supply upgrades at some stations. StateRail reports that all variations and extensions were reviewed by its Board.

Help point, Central Station

When announced in 1998, the proposal was to upgrade 302 CityRail stations.

Prior to this announcement, an economic appraisal was carried out on a proposal to install closed circuit televisions on 98 selected stations. At no stage was an economic appraisal conducted for the upgrade to all stations required under NSW Treasury guidelines.[32]

As a consequence, it is not clear whether the best value option was selected for improving passenger security on stations or what benefits were to be achieved.

Recommendation   **StateRail should ensure that a financial or economic appraisal is conducted for capital projects in accordance with NSW Treasury guidelines.**

---

[32] NSW Treasury Guidelines for the Economic Appraisal of Capital Projects 1989. Guidelines require all projects over $5 million to be assessed in accordance with the guidelines.

6. Improving passenger confidence

6.1 Introduction

Passenger surveys consistently reveal that, despite low levels of reported crime, passengers have fears for their personal security while travelling on public transport.[33]

Security initiatives aim to reduce crime and improve passenger confidence in the safety of train travel.

StateRail reports recent improvements in passenger confidence in train travel. However, both the design of passenger surveys and the sampling methodology has changed making it impossible to compare results over time.

6.2 Passenger surveys

The most comprehensive customer survey on security issues was undertaken in 1995.[34]

The 1995 survey found that passengers were more concerned about their personal safety travelling at night on trains and tended to avoid travelling by train at night both during the week and at weekends.[35] Eighteen per cent of respondents indicated they felt safe travelling at night during the week.

Passengers were asked to comment on security initiatives. Most indicated strong support for:

- an increased presence of transit police and/or security guards on trains
- an increased presence of security guards on platforms
- improved lighting in station car parks, walkways, subways and on platforms.

Most of these initiatives became part of the NSW Government's 1998 security upgrade for CityRail stations and trains.

September 1998   After the introduction of security guards on trains, up to 35 per cent of passengers on trains and 27 per cent of passengers on stations indicated they now felt safe travelling at night. Passengers generally felt safer on trains with security guards than without.

---

[33] Department of the Environment, Transport and the Regions Personal Security on Public Transport UK 2000.

[34] Symonds Travers Morgan CityRail Fear of Crime Project 1996.

[35] ibid

April 1999	In 1999, there was no real change with 33 per cent of passengers on trains and 29 per cent of passengers on stations feeling safe travelling at night.
February 2001	This passenger survey utilised a different approach preventing the analysis of trends and patterns.
October 2001	This telephone survey sought comments from the general public not just train passengers. Questions were asked about whether people felt safe travelling outside of peak periods. Twenty three per cent of respondents said they felt safe travelling by train and 30 per cent indicated that trains are safe to travel on most of the time.
June 2002	This passenger survey repeated one of the questions on security used in the October 2001 survey. Thirty three per cent of respondents said they felt safe when travelling by train and 31 per cent indicated that trains are safe to travel on most of the time.
Monitoring and evaluating performance	The more recent surveys do not provide sufficient data to assess the effectiveness of initiatives or establish which security issues passengers perceive as being important.
	A large proportion of crime on public transport is not reported, particularly less serious offences such as abuse, intimidation and harassment.[36] Data should also be collected as part of these surveys on the willingness of passengers to report crime on CityRail as a guide to the extent of under-reporting.
Recommendation	**StateRail should improve the quality of passenger surveys by:** • **conducting surveys using a more systematic and rigorous methodology to ensure valid and reliable data on passenger perceptions** • **including the results of surveys in the annual report and on the website.**

---

[36] Department of the Environment, Transport and the Regions Personal Security on Public Transport UK 2000.

Appendices

Appendix 1   Audit scope and objectives

This audit examines the efficiency and effectiveness of the State Rail Authority's (StateRail) initiatives for improving passenger security on the CityRail network.

The audit focussed on StateRail's:
- approach to planning for passenger security
- managing security on trains
- managing security on stations
- monitoring and analysis of selected offences
- monitoring passenger perceptions of security
- relationship with NSW Transit Police.

Criteria

1. Passenger security framework

Hypothesis: That security initiatives introduced by StateRail address the Government's objectives for passenger security and have improved security on CityRail trains and stations.

Issues examined:
- quality of passenger security planning
- effectiveness of security initiatives
- cost effectiveness of security initiatives
- promotion of security initiatives.

2. Security on CityRail trains

Hypothesis: That security initiatives introduced by StateRail have improved passenger safety on CityRail trains.

Issues examined:
- security initiatives for trains
- program implementation
- performance evaluation
- effectiveness of security guards and other initiatives.

3. Security on CityRail stations

Hypothesis: That security initiatives introduced by StateRail have improved passenger safety on CityRail stations.

Issues examined:
- security initiatives for stations
- program implementation
- performance evaluation
- effectiveness of closed circuit television cameras and other initiatives.

4. Recording and responding to incidents

Hypothesis: That StateRail monitors and analyses reports of crime and other incidents to guide decision making and target security resources to areas of greatest need.

Issues examined:
- recording and responding to incidents
- liaison with NSW Transit Police.

5. Service standards and performance targets

Hypothesis: That the security initiatives assist StateRail to meet its community service obligations and performance standards.

Issues examined:
- inclusion of passenger security outcomes in community service obligations
- quality and coverage of performance measures and targets.

Cost of the audit The cost of the audit was $266,475. This figure includes the estimated cost of printing the report ($6,000).

Acknowledgement The Audit Office gratefully acknowledges the cooperation and assistance provided by representatives of StateRail and NSW Police.

The Audit Office would also like to thank the NSW Bureau of Crime Statistics and Research for providing the crime data used in this report and completing statistical analysis.

Audit team Neil Avery and Jane Tebbatt

Appendix 2   Data used to analyse crime on CityRail

For the purpose of this report, crime on CityRail includes:

- selected offences reported as occurring on stations, including rail terminals
- selected offences reported as occurring on trains.

The report examines profiles of selected offences that were reported to Police as having occurred between 1997-98 and 2001-02. The data was provided by the NSW Bureau of Crime Statistics and Research (BOCSAR) and was sourced from the NSW Police Computerised Operational Policing System (COPS).

The Bureau also conducted statistical trend tests to check for statistically significant upward or downward trends in the monthly number of reported incidents for each of the selected offences over the 5 year period from July 1997 and the 4 year period from July 1998.

In order to analyse crime data for the CityRail network, rather than all NSW rail services, data on rail crimes occurring in three statistical divisions (Sydney, Illawarra and Hunter) was used.[37]

COPS data on crimes occurring in car parks has not been included in the analysis. Not all commuter car parks are owned by StateRail and there is no guarantee that a reported incident in a car park affected a CityRail passenger.

Selected offences   The performance audit examines reported incidents of assault, robbery, sexual offences, steal from person offences and malicious damage (vandalism and graffiti).

Assault, robbery, sexual offences and steal from person offences were selected for review as these offences affect passengers rather than property. These offences are also used by StateRail to monitor and report on passenger security initiatives.

Reported incidents of malicious damage (graffiti and vandalism) were also reviewed due to the impact on passenger perceptions of the rail environment and its direct influence on the cost of crime.

---

[37] These statistical divisions include all CityRail stations except Tallong, Marulan, Goulburn, Zig Zag and Lithgow. The data also includes Gloucester, which is not a CityRail station. Fewer than 10 crimes against the person have been reported on these stations by StateRail since 1997 and therefore their exclusion from the data set has had minimal impact on the overall result.

Problems with interpreting crime data

According to BOCSAR, reported crime statistics are useful for monitoring trends in crime, however they should be interpreted with care.[38] Changes in reported crime rates may reflect changes in the number of crimes that occurred, but may also be due to a number of other factors such as public willingness to report crime and changes in policing policy and activity.

Changes in reported crime rates may also have been affected by the introduction of security guards on trains after 7.00 pm and other security initiatives.

Steal from Person

Steal from person offences are crimes involving theft of property in the presence of a victim. The Bureau recommended that only data up to 2000-01 be used for trend analysis due to changes in August 2001 in the way NSW Police record this type of offence preventing comparisons with earlier periods.

---

[38] NSW Bureau of Crime Statistics and Research *Crime and Justice Statistics* Issues paper no.19, April 2002.

Appendix 3   Crime data

The following tables contain data on crime on the CityRail network referred to in section 3 of this report. Crime data was provided by the NSW Bureau of Crime Statistics and Research. Patronage data for calculating risk was provided by StateRail.

Table 3: Reports of crime on CityRail (Figure 3)			
Year	Station	Train	Total
1997-98	1,857	477	2,334
1998-99	2,382	524	2,906
1999-2000	2,449	469	2,918
2000-01	2,773	768	3,541
2001-02	2,611	866	3,477

Table 4: Passenger risk and crime on CityRail per million passenger journeys			
Year	Station	Train	Total
1997-98	6.97	1.79	8.76
1998-99	8.81	1.94	10.74
1999-2000	8.79	1.68	10.47
2000-01	9.16	2.54	11.70
2001-02	9.45	3.13	12.58

Table 5: Crimes with violence or the threat of violence (Figure 4)			
Year	Station	Train	Total
1997-98	1,350	314	1,664
1998-99	1,694	343	2,037
1999-2000	1,774	245	2,019
2000-01	1,878	303	2,181
2001-02	1,724	180	1,904

Table 6: Crimes with violence or the threat of violence as a percentage of 1997-98 results

Year	Station (%)	Train (%)	Total (%)
1997-98	100	100	100
1998-99	125	109	122
1999-2000	131	78	121
2000-01	139	96	131
2001-02	128	57	114

Table 7: Risk of crime with violence or threat of violence per million passenger journeys

Year	Station	Train	Total
1997-98	5.07	1.18	6.24
1998-99	6.26	1.27	7.53
1999-2000	6.37	0.88	7.25
2000-01	6.21	1.00	7.21
2001-02	6.24	0.65	6.89

Table 8: Assaults (Figure 5)

Year	Station	Train	Total
1997-98	929	132	1,061
1998-99	1,101	140	1,241
1999-2000	1,073	66	1,139
2000-01	1,079	84	1,163
2001-02	1,157	67	1,224

Table 9: Sexual offences (Figure 6)

Year	Station	Train	Total
1997-98	71	52	123
1998-99	82	57	139
1999-2000	94	28	122
2000-01	90	33	123
2001-02	95	33	128

Table 10: Robberies (Figure 7)			
Year	Station	Train	Total
1997-98	350	130	480
1998-99	511	146	657
1999-2000	607	151	758
2000-01	709	186	895
2001-02	472	80	552

Table 11: Steal from person offences (Figure 8)			
Year	Station	Train	Total
1997-98	507	163	670
1998-99	688	181	869
1999-2000	675	224	899
2000-01	895	465	1,360
2001-02	887	686	1,573

Note: BOCSAR have advised that changes in August 2001 in the way NSW Police record this type of offence prevents comparisons with earlier periods.

Table 12: Number of crimes per million passenger journeys (Figure 9)		
Year	7.00 am to 7.00 pm	7.00 pm to 7.00 am
1997-98	6.31	33.71
1998-99	7.77	40.99
1999-2000	7.47	41.03
2000-01	8.17	47.69
2001-02	8.99	49.14

Table 13: Reported incidents of malicious damage (Figure 10)			
Year	Station	Train	Total
1997-98	1,169	102	1,271
1998-99	1,387	131	1,518
1999-2000	1,172	122	1,294
2000-01	812	48	860
2001-02	852	73	925

Appendix 4   State Rail's response to recommendations

Recommendations	Supported / Not Supported	Additional Comment
1. StateRail should:		A comprehensive StateRail Security Plan is being prepared in light of the recent need to incorporate agency advice on preparation of a heightened security response to terrorism. The Security Plan is targeted for completion in late March 2003 and will incorporate performance measures.
▪ Develop a passenger security plan that outlines program objectives and activities, performance targets and outcomes, and costs; and	Supported	
▪ develop a risk management plan to identify best options for addressing passenger security and to help deploy security resources	Supported	
2. StateRail should:		StateRail uses performance indicators and analysis for management purposes.
▪ Develop performance indicators and targets to assess the impact of passenger security initiatives on crime by offence type and location and changes in passenger confidence; and	Supported	These will be refined and incorporated into the Security Plan and Annual Report.
▪ include performance indicators in the passenger security plan	Supported	
3. StateRail should:		
▪ Maintain accurate, valid and reliable data on the direct and indirect costs of crime to support analysis of the cost effectiveness of security programs	Supported	
4. StateRail should:		Further consideration will be given to the level of detail suitable for inclusion onto the CityRail website. This will include a review and comparison of relevant data obtained from similar interstate and overseas transport agencies.
▪ report changes in crime rates, passenger confidence levels and the cost of crime against targets in its annual report; and	Supported in principle	
▪ publish quarterly reports on trends in rail offences over time (based on at least 2 years data) using data from the Bureau of Crime Statistics and Research	Supported in principle	

Recommendations	Supported / Not Supported	Additional Comment
5. StateRail should:		
▪ develop a service level agreement with NSW Police. The agreement should clarify roles, responsibilities and accountabilities of each party outline, liaison and reporting arrangements between parties, and specify minimum standards for policing crime on CityRail; and	Supported in principle	Progression of this initiative remains partly contingent upon further negotiations with NSW Police, and is already formally on the agenda for the next StateRail-NSW Police Security Steering Committee.
▪ include as part of the security plan, NSW Police activities in relation to crime prevention and detection as outlined in the service level agreement	Supported	
6. StateRail, at the completion of the current contract should:		
▪ assess the need for contract security guards in the light of employment of transit officers; and	Supported	
▪ if security guards are required, undertake market testing in order to achieve best value .	Supported	
7. StateRail should:		
▪ complete a post implementation review of the effectiveness of transit officers on reducing crime rates and improving passenger confidence following at least 12 months of operation. The review should include an assessment of resource requirements; and	Supported	Deployment of StateRail Transit Officers commenced in November 2002 and review of implementation is proposed during 2003.
▪ report the outcomes of the post implementation review in its annual report	Supported	
8. StateRail should:		
▪ monitor the performance of the closed circuit television system using NSW Police data on the effectiveness of footage in identifying perpetrators and its usefulness as evidence in court proceedings.	Supported in principle	StateRail currently monitors the number of CCTV retrievals sought by NSW Police each month however further consideration of measures of effectiveness of this program will be progressed with NSW Police.

Recommendations	Supported / Not Supported	Additional Comment
9. StateRail should: ▪ ensure that a financial or economic appraisal is conducted for capital projects in accordance with NSW Treasury guidelines.	Supported	This is currently existing practice in accordance with NSW Government guidelines.
10. StateRail should improve the quality of passenger surveys: ▪ conduct surveys using a more systematic and rigorous methodology to ensure valid and reliable data on passenger perceptions; and ▪ include the results of surveys in the annual report and on the website	Supported in principle Supported in principle	It is noted that CityRail reviewed and introduced an in depth customer survey methodology in October 2001 to measure and track trends in our customer expectations across 14 key CityRail key performance areas, including personal security.

Performance Audits by
the Audit Office of New South Wales

Performance Auditing

What are performance audits?

Performance audits are reviews designed to determine how efficiently and effectively an agency is carrying out its functions.

Performance audits may review a government program, all or part of a government agency or consider particular issues which affect the whole public sector.

Where appropriate, performance audits make recommendations for improvements relating to those functions.

Why do we conduct performance audits?

Performance audits provide independent assurance to Parliament and the public that government funds are being spent efficiently and effectively, and in accordance with the law.

They seek to improve the efficiency and effectiveness of government agencies and ensure that the community receives value for money from government services.

Performance audits also assist the accountability process by holding agencies accountable for their performance.

What is the legislative basis for Performance Audits?

The legislative basis for performance audits is contained within the *Public Finance and Audit Act 1983, Part 3 Division 2A*, (the Act) which differentiates such work from the Office's financial statements audit function.

Performance audits are not entitled to question the merits of policy objectives of the Government.

Who conducts performance audits?

Performance audits are conducted by specialist performance auditors who are drawn from a wide range of professional disciplines.

How do we choose our topics?

Topics for a performance audits are chosen from a variety of sources including:
- our own research on emerging issues
- suggestions from Parliamentarians, agency Chief Executive Officers (CEO) and members of the public
- complaints about waste of public money
- referrals from Parliament.

Each potential audit topic is considered and evaluated in terms of possible benefits including cost savings, impact and improvements in public administration.

The Audit Office has no jurisdiction over local government and cannot review issues relating to council activities.

If you wish to find out what performance audits are currently in progress just visit our website at www.audit@nsw.gov.au.

How do we conduct performance audits?

Performance audits are conducted in compliance with relevant Australian standards for performance auditing and our procedures are certified under international quality standard ISO 9001.

Our policy is to conduct these audits on a "no surprise" basis.

Operational managers, and where necessary executive officers, are informed of the progress with the audit on a continuous basis.

What are the phases in performance auditing?

Performance audits have three key phases: planning, fieldwork and report writing.

During the planning phase, the audit team will develop audit criteria and define the audit field work.

At the completion of field work an exit interview is held with agency management to discuss all significant matters arising out of the audit. The basis for the exit interview is generally a draft performance audit report.

The exit interview serves to ensure that facts presented in the report are accurate and that recommendations are appropriate. Following the exit interview, a formal draft report is provided to the CEO for comment. The relevant Minister is also provided with a copy of the draft report. The final report, which is tabled in Parliament, includes any comment made by the CEO on the conclusion and the recommendations of the audit.

Depending on the scope of an audit, performance audits can take from several months to a year to complete.

Copies of our performance audit reports can be obtained from our website or by contacting our publications unit.

How do we measure an agency's performance?

During the planning stage of an audit the team develops the audit criteria. These are standards of performance against which an agency is assessed. Criteria may be based on government targets or benchmarks, comparative data, published guidelines, agencies corporate objectives or examples of best practice.

Performance audits look at:
- processes
- results
- costs
- due process and accountability.

Do we check to see if recommendations have been implemented?

Every few years we conduct a follow-up audit of past performance audit reports. These follow-up audits look at the extent to which recommendations have been implemented and whether problems have been addressed.

The Public Accounts Committee (PAC) may also conduct reviews or hold inquiries into matters raised in performance audit reports.

Agencies are also required to report actions taken against each recommendation in their annual report.

To assist agencies to monitor and report on the implementation of recommendations, the Audit Office has prepared a Guide for that purpose. The Guide, *Monitoring and Reporting on Performance Audits Recommendations,* is on the Internet at www.audit.nsw.gov.au/guides-bp/bpglist.htm

Who audits the auditors?

Our performance audits are subject to internal and external quality reviews against relevant Australian and international standards.

The PAC is also responsible for overseeing the activities of the Audit Office and conducts reviews of our operations every three years.

Who pays for performance audits?

No fee is charged for performance audits. Our performance audit services are funded by the NSW Parliament and from internal sources.

For further information relating to performance auditing contact:

Tom Jambrich
Assistant Auditor-General
Performance Audit Branch
(02) 9285 0051
email: tom.jambrich@audit.nsw.gov.au

Performance Audit Reports

No.	Agency or Issue Examined	Title of Performance Audit Report or Publication	Date Tabled in Parliament or Published
64*	Key Performance Indicators	▪ *Government-wide Framework* ▪ *Defining and Measuring Performance (Better practice Principles)* ▪ *Legal Aid Commission Case Study*	31 August 1999
65	Attorney General's Department	*Management of Court Waiting Times*	3 September 1999
66	Office of the Protective Commissioner Office of the Public Guardian	*Complaints and Review Processes*	28 September 1999
67	University of Western Sydney	*Administrative Arrangements*	17 November 1999
68	NSW Police Service	*Enforcement of Street Parking*	24 November 1999
69	Roads and Traffic Authority of NSW	*Planning for Road Maintenance*	1 December 1999
70	NSW Police Service	*Staff Rostering, Tasking and Allocation*	31 January 2000
71*	Academics' Paid Outside Work	▪ *Administrative Procedures* ▪ *Protection of Intellectual Property* ▪ *Minimum Standard Checklists* ▪ *Better Practice Examples*	7 February 2000
72	Hospital Emergency Departments	*Delivering Services to Patients*	15 March 2000
73	Department of Education and Training	*Using computers in schools for teaching and learning*	7 June 2000
74	Ageing and Disability Department	*Group Homes for people with disabilities in NSW*	27 June 2000
75	NSW Department of Transport	*Management of Road Passenger Transport Regulation*	6 September 2000
76	Judging Performance from Annual Reports	*Review of eight Agencies' Annual Reports*	29 November 2000
77*	Reporting Performance	*Better Practice Guide A guide to preparing performance information for annual reports*	29 November 2000
78	State Rail Authority (CityRail) State Transit Authority	*Fare Evasion on Public Transport*	6 December 2000
79	TAFE NSW	*Review of Administration*	6 February 2001
80	Ambulance Service of New South Wales	*Readiness to Respond*	7 March 2001

No.	Agency or Issue Examined	Title of Performance Audit Report or Publication	Date Tabled in Parliament or Published
81	Department of Housing	*Maintenance of Public Housing*	11 April 2001
82	Environment Protection Authority	*Controlling and Reducing Pollution from Industry*	18 April 2001
83	Department of Corrective Services	*NSW Correctional Industries*	13 June 2001
84	Follow-up of Performance Audits	*Police Response to Calls for Assistance The Levying and Collection of Land Tax Coordination of Bushfire Fighting Activities*	20 June 2001
85*	Internal Financial Reporting	*Internal Financial Reporting including a Better Practice Guide*	27 June 2001
86	Follow-up of Performance Audits	*The School Accountability and Improvement Model (May 1999) The Management of Court Waiting Times (September 1999)*	14 September 2001
87	E-government	*Use of the Internet and related technologies to improve public sector performance*	19 September 2001
88*	E-government	*e-ready, e-steady, e-government: e-government readiness assessment guide*	19 September 2001
89	Intellectual Property	*Management of Intellectual Property*	17 October 2001
90*	Better Practice Guide	*Management of Intellectual Property*	17 October 2001
91	University of New South Wales	*Educational Testing Centre*	21 November 2001
92	Department of Urban Affairs and Planning	*Environmental Impact Assessment of Major Projects*	28 November 2001
93	Department of Information Technology and Management	*Government Property Register*	31 January 2002
94	State Debt Recovery Office	*Collecting Outstanding Fines and Penalties*	17 April 2002
95	Roads and Traffic Authority	*Managing Environmental Issues*	29 April 2002
96	NSW Agriculture	*Managing Animal Disease Emergencies*	8 May 2002
97	State Transit Authority Department of Transport	*Bus Maintenance and Bus Contracts*	29 May 2002
98	Risk Management	*Managing Risk in the NSW Public Sector*	19 June 2002
99	E-government	*User-friendliness of Websites*	26 June 2002

No.	Agency or Issue Examined	Title of Performance Audit Report or Publication	Date Tabled in Parliament or Published
100	NSW Police Department of Corrective Services	*Managing Sick Leave*	23 July 2002
101	Department of Land and Water Conservation	*Regulating the Clearing of Native Vegetation*	20 August 2002
102	E-government	*Electronic Procurement of Hospital Supplies*	25 September 2002
103	NSW Public Sector	*Outsourcing Information Technology*	23 October 2002
104	Ministry for the Arts Department of Community Services Department of Sport and Recreation	*Managing Grants*	4 December 2002
105	Department of Health Including Area Health Services and Hospitals	*Managing Hospital Waste*	10 December 2002
106	State Rail Authority	*CityRail Passenger Security*	February 2003

* Better Practice Guides

Performance Audits on our website

A list of performance audits tabled or published since March 1997, as well as those currently in progress, can be found on our website www.audit.nsw.gov.au

THE AUDIT OFFICE
OF NEW SOUTH WALES

THE AUDIT OFFICE MISSION

Assisting Parliament improve
the accountability and
performance of the State

For further information please contact:

The Audit Office of New South Wales

Street Address	Postal Address
Level 11	
234 Sussex Street	GPO Box 12
SYDNEY NSW 2000	SYDNEY NSW 2001
Australia	Australia

Telephone	(02) 9285 0155
Facsimile	(02) 9285 0100
Internet	www.audit.nsw.gov.au
e-mail	mail@audit.nsw.gov.au

Office Hours	9.00am - 5.00pm
	Monday to Friday

Contact Officer	Jane Tebbatt
	Principal Performance Auditor
	+612 9285 0074

To purchase this Report please contact:

The NSW Government Bookshop

Retail Shops

Sydney CBD

Ground Floor
Goodsell Building, Chifley Square
Cnr Elizabeth and Hunter Streets
SYDNEY NSW 2000

Telephone and Facsimile Orders

Telephone

Callers from Sydney metropolitan area	9743 7200
Callers from other locations within NSW	1800 46 3955
Callers from interstate	(02) 9743 7200

Facsimile	(02) 9228 7227

THE AUDIT OFFICE
OF NEW SOUTH WALES

**Assisting Parliament Improve the
Accountability and Performance of the State**

Location: Level 11
                  234 Sussex Street
                  Sydney NSW 2000
                  Australia

Office Hours: Monday to Friday
                  9.00am to 5.00pm

Postal Address: GPO Box 12
                  Sydney NSW 2001
                  Australia

Telephone: (02) 9285 0155

Facsimile: (02) 9285 0100

Website: www.audit.nsw.gov.au

Email: mail@audit.nsw.gov.au