



SELECT COMMITTEE ON CRIME PREVENTION

FINAL REPORT

SEPTEMBER 1999

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Published by the Legislative Assembly, Perth, Western Australia 6000



Printed by the Government Printer, State Law Publisher





SELECT COMMITTEE ON CRIME PREVENTION

FINAL REPORT

Presented by:

Hon. R. K. Nicholls, MLA

Laid on the Table of the Legislative Assembly
on 23 September 1999

Select Committee on Crime Prevention

Terms of Reference

- (1) That this House appoints a Select Committee to inquire into and report on programs, practices and community action which have proven effective in -
 - (a) reducing or preventing crime and anti-social behaviour at the community level;
 - (b) addressing community and social factors which contribute to crime and anti-social behaviour in the community; and
 - (c) addressing community and anti-social behaviour after it has occurred.
- (2) That the Committee also report on methods by which such information may best be accessed by the community.
- (3) That the Committee have the power to send for persons and papers, to sit on days over which the House stands adjourned, to move from place to place, to report from time to time, and to confer with any committee of the Legislative Assembly as it thinks appropriate.
- (4) That the Committee finally report on 30 November 1998.

Extension to Reporting Date

On 26 November 1998 the House resolved that the reporting date be extended to 30 April 1999.

On 21 April 1999 the House resolved that the reporting date be extended to 1 July 1999.

On 1 July 1999 the House resolved that the reporting date be extended to 31 August 1999.

On 12 August 1999 the House reappointed the Committee and resolved that the reporting date be extended to 30 September 1999.

Committee Membership

Chairman **Hon. Roger K. Nicholls, MLA**
(Member for Mandurah)

Members **Mr Eric S. Ripper, MLA**
(Member for Belmont)

Mrs Michelle H. Roberts, MLA
(Member for Midland)

Mrs June D. van de Klashorst, MLA
(Member for Swan Hills)

Mr Dan F. Barron-Sullivan, MLA
(Member for Mitchell)

Committee Staff

Ms Tamara Fischer, Clerk to the Committee to 26 April 1999
Ms Nici Burgess, Clerk to the Committee from 26 April 1999
Mr Robert Kennedy, Research Officer to the Committee
Mrs Patricia Roach, Stenographer/Secretary

The Committee was assisted in the preparation of this report by Ms Nikki Mills.

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MINISTERIAL DIRECTION

Pursuant to Standing Order 277 the Select Committee directs that the following Ministers -

Minister for Aboriginal Affairs;
Minister for Disability Services;
Minister for Education;
Minister for Family and Children's Services;
Minister for Health;
Parliamentary Secretary to the Minister for Justice;
Minister for Police;
Minister for Seniors;
Parliamentary Secretary to the Minister for Sport and Recreation;
Minister representing the Minister for Transport; and
Minister for Youth,

be required, within not more than three months, or at the earliest opportunity after that time if the Assembly is in adjournment or recess, to report in a single response to the Assembly co-ordinated through the Premier as to the action, if any, proposed to be taken by the Government with respect to any recommendations of the Select Committee contained within the first and final reports.

CHAIRMAN'S FOREWORD

The issue of crime prevention is regularly a topic of debate within our community because it has such a profound effect on the quality of life for most people. The members of the Committee have sought to identify a range of options that have the potential to provide significant benefits for the people of Western Australia. Every effort has been made to keep the Report concise and easy to read, so that people from all backgrounds are able to weigh up the alternatives put forward.

The Final Report should be read in conjunction with the First Report tabled in the Western Australia Legislative Assembly on 17 June 1999. I wish to stress that while there are many positive and effective crime prevention activities currently in place, the Committee has attempted to provide a range of recommendations that will improve their effectiveness. However, there is one core component that I feel is vital to any progress forward — the establishment of the proposed Office of Crime Prevention.

Primary responsibilities of the proposed Office of Crime Prevention would be to co-ordinate a 'Whole of Government' approach to all crime prevention activities across the State and the collation of data relating to evaluation and research.

I wish to pay tribute to all the members of the Committee for the way they have constructively debated the many controversial issues that were considered. It would have been extremely easy to allow personal attitudes or political ideology to become a barrier to full and open consideration of the issues. Thanks are also extended to our Research Officer, Robert Kennedy, Clerks, Tamara Fischer and Nici Burgess, and Stenographer, Patricia Roach. Without their support, the Committee would not have been able to complete its work.

ROGER NICHOLLS JP, MLA
CHAIRMAN

1.0 INTRODUCTION

Stopping offending after it has started - Term of Reference 1(c)

The Select Committee on Crime Prevention presented a first report to the Legislative Assembly in June 1999, dealing with a significant part of its terms of reference. Term of reference 1(c) was not included in that report and now forms the basis of the Committee's final report. The term of reference concerns identifying successful examples of what we can do to stop offending from occurring once it has begun. Essentially this involves influencing offenders who have committed an offence to not repeat their crime.

The report examines this matter from three perspectives -

- ▶ What can policing do to prevent repeat offending;
- ▶ What can the wider community do to stop juvenile repeat offenders; and
- ▶ What can the wider community do after offenders are released from detention or prison to stop them repeating their earlier or another offence?

One of the significant elements in stopping repeat offending is the use of incarceration or prisons. The Select Committee has elected not to examine the issue of prisons and alternatives to prison because of the work of the Legislative Council's Standing Committee on Estimates and Financial Operations. The Standing Committee is investigating this issue and this Select Committee agreed not to duplicate work on the same issue and to share resources with the Standing Committee on Estimates and Financial Operations. Submissions received on the subject of prisons and detention were forwarded to the Standing Committee. More detail concerning the Standing Committee and its operations is provided in Appendix Five.

Another area of concern identified in submissions to the Committee was the criminal justice legal system. The Select Committee did not conduct a review into this matter as the Law Reform Commission of Western Australia is currently conducting a thorough review of the entire criminal and civil legal system. Submissions received on the subject of delays in the legal process and associated matters were identified for forwarding to the Commission.

Evidence from situational crime prevention studies suggests offenders are more concerned with the risk of being detected and arrested than with the ultimate penalty they face if convicted. Detection of crime is primarily the responsibility of the Police Service and consequently the Committee investigated several practices and programs operated by the Police Service to determine their impact on rates of offending.

Juvenile repeat offending is a topic of much concern to the community. The Select Committee agreed to review this area of the criminal justice system as no other body appeared to be

conducting an investigation. Statistical research has identified that most juvenile offending is committed by a small group of persistent repeat offenders. The Committee is interested to determine firstly what services are available to encourage these repeat juvenile offenders to reduce or stop their behaviour and secondly the effectiveness of those services.

Some research suggests incarceration may be a suitable response for some categories of offenders. The Committee recognises that incarceration may be the best method of stopping repeat offending for some offenders. Unfortunately however, there is evidence that many offenders find it difficult to adjust to community expectations upon release from prison. To a lesser degree this may also be true for juveniles although the lengths of detention for a juvenile are usually much shorter than for an adult offender. To reduce the potential of those released from prison reoffending we need suitable post-release services. These services can assist a released prisoner adjust into a normal law abiding lifestyle.

2.0 POLICING ISSUES

The Select Committee on Crime Prevention examined in its first report released in June 1999 the issue of police responses to prevent offending behaviour from beginning. This section looks at the activities of police in relation to stopping offending behaviour from becoming repetitive. It includes an examination of issues such as -

- police patrols;
- beat policing;
- policing repeat offenders;
- intelligence led policing;
- clearance rates;
- order maintenance/zero tolerance;
- police response times; and
- additional numbers of police officers.

2.1 Police Patrols

The Committee heard from many members of the community concerned that an absence of visible and regular police patrols on community streets was contributing to increased offending. It is suggested that offenders decide whether to offend or reoffend according to the risk of being detected and apprehended by the police.¹ In addition to this the issue of private security patrols was raised in the Committee's first report in relation to their situational value².

Random and Directed Patrolling: The public's concern about crime is often reflected in demands for more visible police patrols in neighbourhoods. The theory behind the popularity of random patrolling is a perception among members of the community that random police patrols will create a perception of a police force that is everywhere at all times.

Studies in the United States have not been able to confirm whether random police patrols are successful in preventing crime³. There is stronger research evidence indicating that directed patrolling which targets known crime hot spots at times when offenders are active and even active targeting of known or repeat offenders is much more successful⁴. In one study in the United States city of Minneapolis it was found that the more time a police patrol was present in a known crime hot spot affected the time it took for the first offence to be committed after the patrol had left the area.

¹ Implied in theories of situation crime prevention concerning the rational choice of offenders.

² See SCCP (1999), 76.

³ See for example Kelling et al (1974); Trojanowicz (1986); Felson (1994).

⁴ See for example Chaiken et al (1975); Sherman and Weisburd (1995); Koper (1995).

Studies in the United Kingdom have proven the value of targeting repeat offenders and victims.⁵ This issue was discussed in the Committee's first report as an example of successful situational prevention.⁶ The method also has merit in increasing the probability of detection and arrest of offenders. The United Kingdom research revealed that the only likely crime prevention benefit arising from targeting repeat offenders was as a result of the arrest and incarceration of the repeat offenders. The use of targeted patrolling must be conducted with due consideration for its impact on law abiding community members. While most people would welcome a permanent police presence in their neighbourhood it can sometimes lead to strained relations particularly if the targeting displaces offenders to alternative areas.

Targeted patrolling is being used on a limited basis in Western Australia, although the Committee understands it is a relatively recent phenomenon. The Police Service submission to the Committee on the subject argued that a mix of targeted and random patrolling was the best solution. There was recognition that -

an obvious police presence, particularly in high crime locations tends to reduce levels of fear of crime and maximises community satisfaction with the police service.

In addition the Police Service acknowledged that targeted patrolling tends to -

drive the offenders from the target area to another area. When used alongside random patrols the opportunity to apprehend the target offenders is greater.

In evidence to the Committee the Police Service concentrated more on its practice of targeting previous or known offenders. The efforts of the burglary reduction teams discussed below has involved targeting previous offenders and using crime analysis and mapping to determine burglary 'hot spots'.

The deterrent and preventative value of random patrolling was discussed in the Committee's first report in relation to the use of private security patrols by local Government authorities in Western Australia. The Committee found an absence of evaluation of the effectiveness of community security patrols used by local Governments in Western Australia made it difficult to calculate their success. Another significant finding was that the proper value of random patrolling may actually lie in creating a sense of security in the community through a visible presence.

In the light of the research it is apparent to the Committee that although a random police presence may create a feeling of security and safety for the community, its effects in preventing crime in the community may not be as great as those produced by the directed targeting of police resources to crime 'hot spots'.

Recommendation 1:

⁵ Tilly and Webb (1994).

⁶ SCCP (1999), 75-76.

The Police Service should continue to develop and use targeted patrolling initiatives.

Recommendation 2:

The Police Service should conduct ongoing evaluation of this strategy to identify trends in offence displacement and offence reduction.

2.2 Homebeat/Geographic Policing

A similar concept to directed patrolling is the use of homebeat policing. The two practices share the common factor of concentrating police resources into a specific area or task. In essence this strategy involves placing one or more police officers in charge of a specific and manageable geographic area.

The Committee received information about a successful example in Fort Worth, Texas, where the local Government housing authority had provided one officer with a disused apartment in an identified crime ‘hot spot’ neighbourhood. The apartment became a community police office and a contact point for community members. In addition, it allowed officers to be based in the heart of the crime problem area. Officers did not remain in the apartment at all times and became involved in community projects and patrolling.

In evidence to the Committee the Police Service identified a trial process of beat policing undertaken in the Kununurra area in recent years. The process was called sectorisation. This involved dividing the town into approximately 20 sectors and assigning a police officer to each section. The results were mixed however, and it was suggested that “it just took off in the areas where officers in charge believed in it ... where they did not believe in it, it never moved”⁷

The Committee was made aware of the success of the City of Boston in reducing youth violence and homicides during the 1990's. Among the many successful strategies employed was the creation of a program called *Same Cops, Same Neighbourhoods*. This involved the allocation of police officers to specific geographic blocks or neighbourhoods where they could “take ownership and responsibility by geography”.⁸ Several city blocks have been grouped into beats with officers assigned to these beats. The beat policing principle was also developed in Boston in conjunction with a significant community empowerment program. The latter was designed to encourage community participation and involvement in efforts to reduce crime.

Many of the community submissions to the Committee indicated a desire for a permanent police presence in their neighbourhood. While the Committee acknowledges it is not possible to place police officers in every street there seems to be significant merit in the idea of linking individual officers with specific geographic areas. The allocation of officers with specific geographic

⁷ Evidence Asst Commissioner John Standing, 20 July (1999).

⁸ The Boston Strategy to reduce youth violence, BPD (1998).

responsibilities may address issues of communication at a community level as have recently arisen in the metropolitan area. Members of the community with information on criminal activities may be more confident about providing the information to an officer they can identify. They may also be more confident of seeing some police action as a result of their information.

The benefits of geographic policing responsibilities include not only improving relations between police and the community and addressing issues of fear of crime. They can also establish and foster a comprehensive network of community intelligence sources for the police.

Recommendation 3:

Allocation of responsibility to individual officers for specific geographic locations, should be implemented, where practical, in each police district with urbanised areas within the district boundaries.

Recommendation 4:

The process should be independently evaluated after two years.

2.3 Policing Repetitive Offenders

While it may be argued that police have always unofficially focused on the known offenders when trying to detect and apprehend offenders, the Committee was informed of the recent creation of Tactical Investigation Groups (TIG). These are small groups of detectives based in police district offices who use district police intelligence focusing on the activities of known repeat offenders. According to the Assistant Commissioner Crime Operations and Support, the teams have had several successful results and will be expanded into all the metropolitan districts in the near future. While it is suggested that prior to the police practice of devolving detectives into district offices, the work of TIGs may have been occurring for some time. However, the Police Service suggest the use of local intelligence has enhanced the process.

In some police districts the tactical investigation groups have manifested themselves as Burglary Reduction Teams (BRT). The BRT are a focussed response to burglary offences and include forensic and intelligence operations. The two examples brought to the Committee's attention were in Albany and Midland. Each Team has the goal of physically responding to every reported burglary offence.

In Albany the BRT consists of a four person team, including a trained and experienced investigator and a forensic officer. After an initial period of focusing on burglary the Albany group was renamed the Target Offender Group (TOG). The TOG expanded its operations to focus on offenders for drugs, damage and stealing, motor vehicle theft and receiving stolen property. The impact of the TOG in relation to burglary offences is demonstrated in Table One.⁹

⁹ Submission WA Police Service.

Table One: Reported Burglary Offences Albany Sub-District	
Time Period	Number of Burglary Offences Reported
July- December 1996	277
July - December 1997	261
July - December 1998	246
January - June 1999	239

The BRT have been in operation for a short length of time. Their success cannot be confidently estimated, but they represent an opportunity for the Police Service to build community confidence in an offence category where police responses and results have traditionally been disappointing.

The Committee is supportive of the concept of targeting investigative practices. Given the examples provided in Western Australia are relatively recent, it is prudent to monitor their progress and success on a short and long term basis. Ideally best practice models should be developed by the Police Service to ensure these practices are fully implemented throughout the State.

Recommendation 5:

The effectiveness and efficiency of targeted investigation practices should be monitored using a consistent criteria to assess short and long term outcomes.

Recommendation 6:

Best practice models should be developed to ensure a proper focus on particular offences and minimise displacement of offenders into other areas.

2.4 Police Response Times

The theory is that reduced response times will prevent crime by raising the probability of an offender being caught by the police. Research conducted in the United States found that there was little evidence that reducing police response times actually reduced crime¹⁰. The research found that in most crimes where a victim was present at the time of the offence, victims took so long to notify police of the crime that no change to response times would have made a difference.

United Kingdom research on response times to burglary offences found that in the 10% of offences where the police were notified when the offence was still in progress, the speed of

¹⁰ Sherman (1997) 320-321.

response did matter.¹¹ This confirms evidence to the Committee that the need to inform police promptly may increase the opportunity for successful detection and apprehension of an offender.¹²

Response times may well have an impact on the reduction of crime and the deterrence of repeat offenders depending on the type of offence¹³. For example, if burglary offenders are aware that the risk of their offence being reported to police while it is being committed is low, then they will not be deterred. In order to maximise the detection and apprehension of offenders most calls for police assistance would have to be made while the offender was still at the scene of the offence. In many instances this is simply not the case.

The Police Service submission also noted that the effectiveness of police response times in relation to preventing crime or catching offenders is affected by the timing and quality of information supplied by the person making the report. In many instances of property crime, reports are made when the offence is discovered and the priority assigned by the police to attending the offence scene is not high. If information supplied concerning the offender does not indicate that someone's life is in danger, or the offender is no longer present at the scene then priority is not as high.

The Police Service identified average response times for a call assigned a Category 1 - 3 priority at approximately 18.2¹⁴ minutes in the metropolitan area. The figure for calls assigned a priority rating of 4 - 9 was approximately 50.7¹⁵ minutes.¹⁶ Figures for non-metropolitan areas could not be provided. Category 1 priority calls involve a life threatening incident where the threat still exists and may place members of the community at risk. Category 2 priority calls include incidents where life has been threatened or may be in the short term. Finally category 3 priority calls involve an offence against the person (or risk thereof) where there is a need for expeditious response although no threat currently exists. Priority 4-9 are tasks for attention by the vehicle in that area when available. The Police Service do not presently have a computer framework which enables the easy extraction of response time data.

The Committee received substantial evidence indicating the community's concern with police attendance to calls for assistance. There was anecdotal evidence of a reluctance by some community members to report offences, whether major or minor, due to a perception that the police would be unlikely to attend or did not really care.

¹¹ Jordan (1998) 69.

¹² Evidence Asst Commissioner Mel Hay, 20 July (1999).

¹³ Evidence Asst Commissioner Mel Hay 20 July (1999).

¹⁴ Figure is rounded to first decimal place.

¹⁵ Figure is rounded to first decimal place.

¹⁶ These figures are for the months of July, August, September and November (1998).

In addition, there were suggestions that reporting of offences was stimulated more by property insurance requirements than an expectation of police detecting and apprehending an offender. The Committee recognises the importance of encouraging greater public awareness of offence reporting. However, this is unlikely to be successful where there is a public perception of inactivity in relation to police responses to calls for assistance.

A success story in this area in Western Australia has been the Crimestoppers' initiative. Crimestoppers is an interactive scheme using telephone technologies to allow information to be provided to the police concerning the details of some offences. Since its inception in 1995 Crimestoppers has been increasing in popularity. Part of this success has been due to successful management and use of the criminal intelligence data gathered from the system. Regular publication of success stories resulting from the Crimestoppers program has encouraged greater public participation and the program was recently expanded to a statewide operation. Similar programs exist in other Australian States and Territories and internationally.

The Committee acknowledges that the Police Service is investing in communications infrastructure which will hopefully improve its ability to respond more appropriately to offence reports. The impact of this infrastructure on police response times should be monitored to determine any improvements in response times and any improvement in clearance rates.

Recommendation 7:

Average response times should be recorded for all crimes reported in every district and publicised quarterly by the Office of Crime Prevention proposed by the Committee.

Recommendation 8:

The data should also contain the number of reports not investigated and the number subsequently cleared.

2.5 Intelligence Led Policing

This phrase had been used to describe a process involving intensive intelligence gathering and dissemination which contributes to greater success in detecting and apprehending offenders. In Western Australia it is being used to target repeat offenders. This was previously raised in the section on policing repetitive offenders.

The Police Service indicated an increased reliance on intelligence and improved use of existing resources. District information support centres collect intelligence and feed it out to officers. In some cases the information involved has extended beyond exclusively criminal information to include demographic data and mapping facilities. These are either very recent innovations or still in the planning stages.

The Police Service is in the process of finalising a complete overhaul of its communication and information technology services which it is hoped will contribute to better intelligence resources and improved distribution of information to officers. The process has been ongoing for the past three years. In evidence to the Committee, Assistant Commissioner Mel Hay indicated the difficulties in completing the task -

It is a matter of developing a business case, which is being done, and then going to tender. We are about to announce the successful tenderer, who will start building the infrastructure required. It is an extremely complex situation.

The resources were initially directed to consultants looking at issues such as best practice, what was available and how we should model ourselves. Extensive consultation was undertaken with our counterparts around the world. As I said, we are in the process of identifying a building. We must have a purpose-built facility.

In relation to existing intelligence sources it was suggested in evidence there has been a change of attitude towards the ownership of criminal intelligence data in the Police Service. Where previously the information was considered the personal property of the officer who gathered the information, it is now considered to be a corporate resource and shared wherever possible with as many officers as necessary. There has not been any long term study of this change in investigative practices by the Police Service. Its impact may become more apparent in improvements to police clearance rates in the future.

The Committee was made aware of technologies being developed and utilised in the United States to assist police officers to make better use of criminal intelligence. One of these was the use of crime mapping information systems. The use of crime mapping services has increased with the better recording of incident and calls for service data. One of the key findings in the work of the Crime Mapping Research Centre has been the recognition that the collection and plotting of crime related data is ineffective without appropriate means of transferring the information in a quick and simple manner to police officers on patrol.¹⁷

A recent review of the extent of crime mapping by police forces in the United States found that larger forces tended to restrict the operation of the system to crime intelligence analysts. In smaller departments the service was more widely used by analysts and officers on patrol. In evidence to the Committee Assistant Commissioner John Standing also noted that intelligence led policing had failed in some areas in Western Australia where information had not been passed down to officers at the appropriate level -

The information has not been moving from the district information support centre through the analysts and the district support centre manager and intell cell out to the foot patrol officers because it has been blocked by the supervisors in the district offices. In other words, at every step a breakdown has occurred and in fact supervision in some was, and still is, poor.

¹⁷ See Mamalian and LaVigne (1999).

The Committee was impressed to learn that 88% of departments in the United States with computerized crime mapping facilities were using commercially available software packages.¹⁸ Although the costs for these programs are still significant it is acknowledged that purpose built facilities may not always be necessary.

The Committee believes that better use of police intelligence will enable the targeting of repeat offenders and a consequent reduction in their offending behaviour. In order to achieve this the Police must have access to suitable technological infrastructure, but must also ensure the information gathered is used in the most effective manner. The Committee is concerned that the new communications and electronic intelligence capabilities of the Police Service will not be ready until the end of 2000.

Police officers may be at a disadvantage in Western Australia because of the limited criminal analysis data being collected, evaluated and distributed to officers at the street level. The use of police intelligence is critical for the successful reduction of crime but the intelligence must be efficiently and quickly collected and transmitted to officers patrolling the streets. The information gathered is also useful for the corporate planning process particularly the allocation and management of resources.

Recommendation 9:

Appropriate resources should be provided to enable the completion of technology infrastructure upgrades for the Police Service within the shortest possible timeframe.

2.6 Additional Numbers of Police Officers

A common theory concerning crime prevention and the likelihood of reducing the influence of repeat offenders is that increased numbers of police officers will impact on rates of offending behaviour. A United States review of research into this issue concluded that -

police numbers alone do not help to reduce crime in a big city or state. The beneficial effects are more likely to occur in cities with high crime rates where an increase in numbers may be more noticeable on the street.

The research could not identify how increases in police numbers reduce crime. A review of several studies of the impact of additional numbers of police officers identified scientific weaknesses in many of the studies, therefore reducing the validity of their findings.¹⁹

Many submissions to the Committee argued that an increased presence of police in areas would reduce offending behaviour. Other evidence suggests that the manner in which police officers are

¹⁸ Mamalian and LaVigne (1999), 2.

¹⁹ Sherman (1997) 318-320.

deployed is more important in respect to the effects they will have on crime rates. The Committee received many submissions concerning increased numbers of police officers. Western Australia already has one of the best police to population ratios in Australia. At 30 June 1998 the ratio was one police officer for every 358 persons in Western Australia. The figure varies throughout the State according to geographical factors and population distributions.²⁰ Western Australia has one of the best police to population ratios in the nation, with only the Northern Territory having a higher figure²¹.

While there may be some benefits arising from increasing police numbers it is more to ease people's fears about crime than to have a major impact on reducing crime. When considering the costs associated with increasing police numbers and the need for effective and efficient communication technologies for police officers, the communication options are more likely to result in better use of resources and a greater reduction in crime.

Evidence from the Police Service indicated that the manner in which existing police numbers are managed may have an impact on reducing rates of offending. Evidence to the Committee revealed how an analysis of the demographic state of Karratha had revealed a stabilising effect in the town. This allowed a reallocation of police resources to areas where levels of criminal activity were much more concerning.

Assistant Commissioner Standing recognised the same community concern with "a lack of a visible high profile police presence" when he was appointed to the metropolitan area. He identified across the metropolitan area -

that 56% of the workforce had every Friday night, Saturday and Sunday off. I found that the senior managers at inspector rank level had not worked afternoon or weekend shifts for 12 months or longer.

International research has confirmed that additional numbers of police officers may have an impact on rates of offending although the size of the impact cannot be accurately estimated. However, the Committee is keen to ensure that when considering the issue of additional police resources priority should be given to technological change than can assist and improve the efficiency of existing human resources. Perhaps the most significant point concerning additional police numbers is that it alone will not reduce the number of repeat offenders or significantly reduce the offending rate.

Recommendation 10:

In considering additional police resources priority should be given to the introduction of technology that will make police officers more effective and provide more efficient use of resources.

²⁰ For greater detail see SCCP (1998) 48.

²¹ Productivity Commission (1998).

2.7 Order Maintenance/Zero Tolerance

The concentration of police resources in a specific geographic area in order to remove offending and anti-social behaviour became notable through the efforts undertaken in New York city during the early 1990s. It is debateable whether the substantial reductions in offending and anti-social behaviour achieved in New York can be explained by the policy of zero tolerance alone. One study suggests a mix of policing responses contributed to the result.

One of the successful aspects of zero tolerance in New York was a reduction in carrying of guns that resulted from police targeting gun carrying offenders for minor offences. The discovery of so many unlicensed and illegal firearms was an unintended consequence, but had significant effects in reducing gun-related injuries, homicides and other crime, including assault. This would not necessarily apply in Western Australia where the issue of handguns and gun crime is not significant.

One Australian study concedes that “indiscriminate strict enforcement of the law is not without risk”.²² Zero tolerance policies may endanger any respect between members of the public and the police which in turn may endanger the community’s respect for the law and lead to increases in offending behaviour. Some research has found that arrest for a minor offence can result in a hostile and defiant response from some people and create high probability of later rearrest.²³

The Committee has noted an increase in media attention given to zero tolerance strategies and the public perception that zero tolerance alone represents an opportunity to reduce and prevent offending behaviour. The Committee also received several submissions advocating the adoption of zero tolerance policing in Western Australia.

The Police Service evidence to the Committee indicated that zero tolerance practices were being used in limited ways in Western Australia. The example supplied was in relation to outlaw motorcycle gangs (OMCG). The gangs are targeted by a specific group of officers responsible with tracking developments in this subculture and prosecuting for any offence. The practice has not been expanded to specific geographic limitations. Assistant Commissioner Tim Atherton expressed concerns about a zero tolerance approach to policing, including adverse effects on groups such as indigenous persons who are already over represented in the criminal justice system.²⁴

Absolute zero tolerance involves prosecution of all offending behaviour no matter how trivial and may include what the community considers to be minor offences, such as some traffic offences and littering. Zero tolerance can appeal to those who favour a tough visible response to crime

²² Grabosky (1993) 3.

²³ Sherman (1993).

²⁴ Evidence Asst Commissioner Tim Atherton, 20 July (1999).

in a specific area, but unfortunately members of the community may find themselves the targets of policing activity for minor offences where they would normally have been cautioned.

The Committee acknowledges there may be a place for zero tolerance measures, but only as part of total package of crime detection and prevention methods used by the Police Service. However, it is questionable whether there are any long term benefits to be gained through the wide spread application of such a policy. Therefore zero tolerance should only be used for specific target groups such as OMCG where the normal police discretionary process is unlikely to be effective.

In addition it may prove useful for the Police Service to provide greater detail on the effectiveness of zero tolerance trials undertaken in Western Australia. This process may assist in developing the community's understanding of the operation and results of zero tolerance policing.

Recommendation 11:

Zero tolerance policing practices restricted to targeting known crime hot spots and known or suspected offenders, should be continued.

Recommendation 12:

Previous and current trials of zero tolerance operations in Western Australia and elsewhere should be independently examined by the proposed Office of Crime Prevention to determine their potential value as a crime prevention tool.

2.8 Police Clearance Rates

Police clearance rates refer to the number of reported crimes and the number that are solved or cleared. A selection of Western Australian police clearance rates is provided in Table Two.

Table Two: Official Police Clearance Rates for Reported Crimes During 1998/99			
Offence	Number of reported offences	Number of reported offences cleared	Percentage of total offences cleared by Police Service (%)#
Burglary	56054	7755	16.2
Assault			
-serious	4759	4136	86.9
-common	9098	7953	87.4
-public officer	281	283	100.7*
-police officer	1198	1231	102.8*
Robbery			
-unarmed	1292	524	41.2
-firearm	219	117	53.4
-other weapon	938	427	45.4

Table Two: Official Police Clearance Rates for Reported Crimes During 1998/99			
Offence	Number of reported offences	Number of reported offences cleared	Percentage of total offences cleared by Police Service (%)#
Motor Vehicle Theft	14700	2940	20.0
Sexual Offences			
-agg. sex. penetration	506	462	91.3
- sex. penetration	735	720	98.0
-indecent assault	1923	1745	90.7
Drugs	14833	13248	89.3
Murder	35	37	105.7*
Graffiti	12052	1494	12.0
Damage	35714	8178	23.0
Source: Western Australia Police Service Crime Statistics 1998/99 # Clearance rates do not correspond to reported offences as Police Service count crimes cleared in the current year which may have been reported in a previous year. * Police Service count crimes cleared in the current year which may have been reported in a previous year thus explaining a clearance rate of greater than 100%.			

The Committee was interested in this issue from two perspectives. The first involved the impact of clearance rates on the community's willingness to report crime. The second concerned the impact of clearance rates as a deterrence to offenders and particularly repeat offenders.

The ability of clearance rates to influence the community's desire to report crime is important given the large number of offences that go unreported. Many people may be reluctant to report crime because of a belief that an offender will not be caught. The Police Service has conducted no research into the link between clearance rates and offence reporting rates but stated in their submission to the Committee that -

there is anecdotal evidence to suggest improved clearance rates (of reported offences) have a corresponding, positive impact on the community by:

- increasing community perception that a greater number of offenders are being/have been apprehended by police
- increasing community confidence in the Police Services; and thus
- providing the community with increased confidence to report crimes to police in the first instance.

As clearance rates are often used to measure the performance of a police force in combatting crime it might be suggested that an offender may be deterred from offending because of the acknowledged likelihood of being apprehended. In this way repeat offenders who become aware of an improving clearance rate may be influenced into reducing or stopping their offending behaviour. The Police Service submission stated -

it is unlikely improved clearance rates would have any effect on the recidivist offender or organised criminal, however, it may cause a potential first time offender to “think twice” before committing an offence.

There are also some pitfalls with using clearance rates as a measure of police performance. When reported crimes are declared cleared this does not always mean a person has been arrested or that the crime has been ‘solved’. It certainly does not mean there has been a conviction and a sentence. Reported crimes are declared cleared for a number of reasons including -

- the original report is found to be false;
- where circumstances make it not possible to proceed with the report; and
- where a complaint is laid (individual is arrested and charged).

There are no statistics recorded for how many offences cleared each year fall into these definitions of cleared. It is difficult to find statistics in Western Australia which permit researchers to match a reported crime with a penalty imposed by a court or an alternative result such as a caution. The Police Service and Ministry of Justice statistical systems remain largely disconnected.

It is known from research into situational crime prevention that increasing the risk of being discovered or disturbed and making it more difficult for an offender to commit a crime will deter some offenders.²⁵ There is no available evidence which suggests offenders monitor police clearance rates to determine their risk of being apprehended. Offenders may know from their previous experiences that a particular offence has a greater risk of police involvement than another, but it is not clear whether this affects their choice of offence.

Western Australia is at a severe disadvantage because the Police Service, Ministry of Justice and other key agencies have incompatible computer systems. Information in many cases cannot be shared, transferred or analysed to evaluate the effectiveness of policy developments and changes. This problem was also highlighted in the review of the *Young Offenders Act 1994* and the Juvenile Justice Teams conducted in 1998.²⁶ In the present era of simple and efficient access to data by computer technology it is a concern that State Government agencies are still unable or reluctant to introduce uniform data base management systems that can interface across Government.

It is acknowledged that efforts are being undertaken to improve the Police Service information systems. The Committee believes that such reforms should include the ability for both the Police Service and the Ministry of Justice information systems to interact to a greater degree and allow

²⁵ Bennett (1986).

²⁶ Cant and Downie (1998).

a clearer picture of the process an offender follows once their offending behaviour has started and been detected.

Recommendation 13:

Immediate action should be taken to implement a uniform database management system in all agencies involved in crime prevention across Government.

Recommendation 14:

A target date of January 1, 2002 should be set for completion of this task.

3.0 THE BAIL PROCESS

Bail is the arrangement by which a person accused of an offence undertakes to return to court for the case. It is based on the presumption of innocence and is designed to avoid overcrowding in prisons and detention facilities as people wait for their case to appear in court. Once a suspect is arrested by police they can be released on bail pending their case being brought to trial in a court. Under the Act an arrested person must have their case of bail heard as soon as possible after arrest or be brought before a court as soon as possible.

The granting of bail is exercised using principles outlined in the *Bail Act 1982* (the Act). These principles are detailed in Appendix Four. Conditions can be attached to the bail including the most well known example of paying a sum of money to guarantee attendance of the defendant in court at a later date. Breach of bail results in forfeiture of the money or other surety. The Ministry of Justice and Auditor General have both estimated that 20% of persons granted bail breach their conditions.²⁷

Bail is usually issued in the Police lock up or at a court. If the suspect is arrested on a warrant or charged with murder or wilful murder the case for bail must be heard by a Judge of the Supreme Court, a Judge of the Children's Court or a Justice of the Peace or Magistrate. In 1997 the Auditor General estimated 94% of arrested persons are granted bail.²⁸

The Committee heard many comments about public concern over the bail process. These included offending behaviour committed while on bail, the release of suspects on bail and application of the principles used in granting bail. In particular, there was concern that no account is taken of the offender's previous bail applications and a history of failing to meet the requirements of bail.

The Auditor General compiled a comprehensive report on bail in 1997. The Report's findings included -

- a majority of persons breaching bail were not charged;
- those being charged were not paying defendant and surety bail amounts because of "inconsistent administrative practices"²⁹;
- breaching bail is a costly exercise for the Police Service;
- improving the operation of the bail process could reduce the number of prisoners on remand;
- the Ministry of Justice should improve the collection of fines for breaching bail; and
- breaches of bail cause unnecessary delays in the justice system.

²⁷ Evidence Mr Andrew Marshall, 20 July 1999; Auditor General (1997) 1.

²⁸ Auditor General (1997) 1.

²⁹ Auditor General (1997).

The Parliament passed legislative amendments in 1998 to tighten restrictions on the granting of bail. The amendments removed the power of police officers to grant bail in cases where a person has been arrested in an urban area for a serious offence and the serious offence is alleged to have been committed while the offender was already on bail for another serious offence. In those instances the offender must be presented to an appropriate court.

The amendments also extended this restriction to offenders arrested for breaching a violence restraining order. The number of matters to be considered in the granting or refusal of bail was also enlarged. The amendments were designed to reduce incidents of offenders already on bail for a serious offence committing another serious offence. Sections of the *Bail Amendment Bill 1998* have not yet been proclaimed and therefore are not in force as law.

In evidence to the Committee, the Police Service indicated serious concerns with the bail process and the recent amendments. The Police Service consider the bail process to be lengthy and bureaucratic. The amendments to require an offender to have a bail application heard before a magistrate or appropriate judicial officer and require police to detain the offender until an individual can be located and the hearing arranged. This places additional demands on the Police Service in relation to holding an offender in detention. The Police Service is also concerned that arresting juvenile offenders creates difficulties in relation to bail and detaining the offenders in remote and regional areas -

once the arrest is effected under statutory requirements we have no authority to hold them [juvenile offenders] in any institution other than an approved institution in Perth. There is a reluctance to hold them except in that institution and secondly because of the deaths in custody issue. If we release them on bail into the community the police can manage the situation a bit better ...

In addition, the problem of persons being granted bail for an offence while they were already on bail for another offence were raised with the Committee. The Police Service suggested part of this problem had arisen from a lack of appropriate computer related infrastructure between the Ministry of Justice who administer the courts system and the Police Service. While this issue is being addressed through major infrastructure purchases by Government there remains a cumbersome process of checking bail warrants through the central warrant bureau of the Police Service. This process can involve lengthy delays.

Recent amendments to the *Bail Act 1982* designed to address the situation of bailing people already on bail have been passed by Parliament, but are yet to be proclaimed. The recent unproclaimed amendments to the *Bail Act 1982* would require that the accused person not be released if they are already on bail. While it is understood that the current communications systems between the Police Service and the Ministry of Justice does not allow for basic information to be communicated it is unacceptable that people who are on bail for alleged offences should be released again on bail when charged with further offences committed while on bail. The community deserves to be protected against people who continue to offend while on bail and alterations must be made to facilitate better communication on bail cases between the key Government agencies.

Recommendation 15:

Immediate action should be taken to implement a uniform database management system in all agencies involved in crime prevention across Government.

Recommendation 16:

Immediate provisional communication alternatives should be introduced to ensure that officers are able to access data on bail statistics at all times.

Recommendation 17:

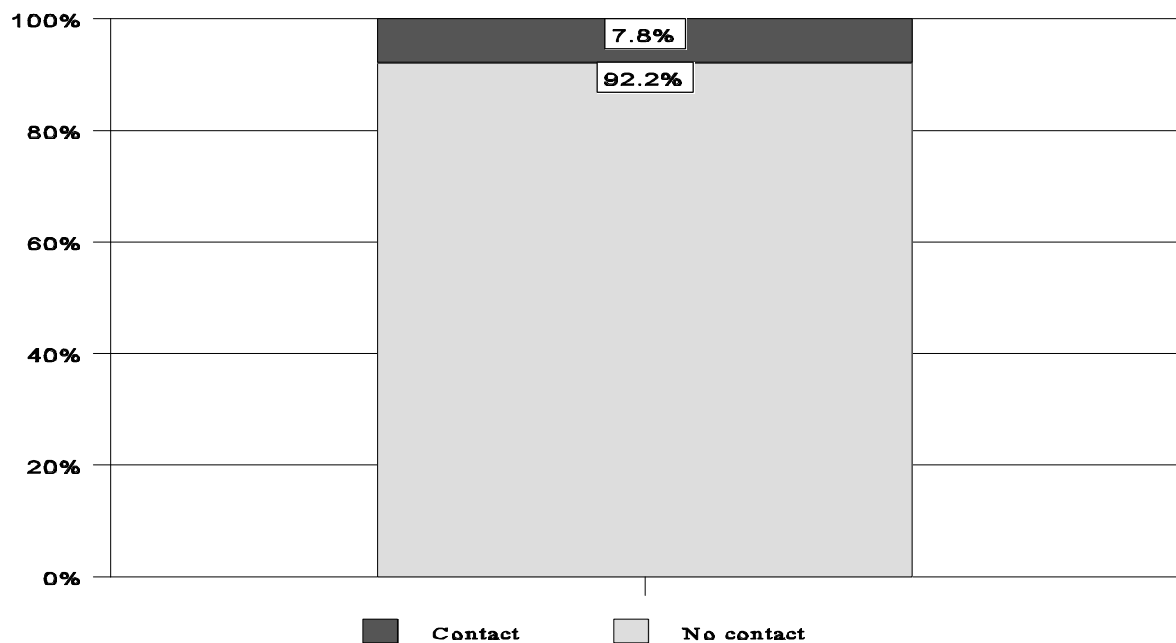
All the remaining sections of the *Bail Amendment Act 1998* should be proclaimed immediately.

4.0 STOPPING JUVENILE OFFENDING ONCE IT HAS STARTED

4.1 The Extent of Juvenile Offending in Western Australia

The Committee wishes to repeat its previous finding that most juveniles in Western Australia do not become involved in the criminal justice system. While studies³⁰ elsewhere may indicate up to 80% of juveniles admit committing some form of offence or anti-social behaviour the majority do not become regular offenders. The Ministry of Justice estimated in 1997 there were 206 000 young people aged between 10 and 17 years³¹. Almost 190 000 never came into contact with the law. These figures are represented as percentages of the total youth population in Figure One.

Figure One: Youth Involvement with the Criminal Justice system 1996/97



The Crime Research Centre estimated in 1997 that juveniles were responsible for 13.8% of all offences in Western Australia³². The Committee identified that approximately 1.5% of all youths aged 10-17 were arrested in 1996.³³ A further 3.7% were issued with cautions by the Police Service.³⁴ Although this does not seem a significant number the greater problem arises from the number of juveniles who go on to become repeat offenders. There is evidence that more juveniles

³⁰ Graham and Bowling (1995)b; Smith and Thornberry (1995).

³¹ Ministry of Justice website - www.moj.wa.gov.au.

³² Ferrante et al (1998) 40-41.

³³ SCCP (1998) 12.

³⁴ SCCP (1998) 12.

are having a formal contact with the criminal justice system, but that the contact is more likely to be a formal caution. Previously, the contact would have involved an informal caution or warning with no formal record of the incident.

There is little doubt that most juvenile crime committed in Western Australia is committed by a small minority of the juvenile population. Consequently, the Committee is interested to identify the successful programs which can assist in reducing or eliminating that minority of repeat offenders.

The Committee noted in its first report that only a small percentage of the juvenile population in Western Australia become involved in offending. In 1997, 3 156 juveniles were arrested by police.³⁵ A further 7 448 juveniles were issued with cautions.³⁶ The figure for cautions does not indicate how many had previously been issued with cautions.

4.2 Cautioning

Formal cautions are currently only available for juveniles in Western Australia. Police officers may issue informal cautions, often referred to as warnings, which are not recorded in any manner. Formal cautions are issued under the provisions of the *Young Offenders Act 1994*.

Cautions are increasingly popular and have been successful in reducing the number of juveniles attending the Children's Court. Details of the increasing use of formal cautions are contained in Table Three.

Table Three: Formal Cautions Issued 1992 - 1997	
Year	Number of Formal Cautions Issued
1992	3804
1993	4657
1994	4770
1995	8268
1996	9506
1997	8989

Source: Ferrante et al 1998

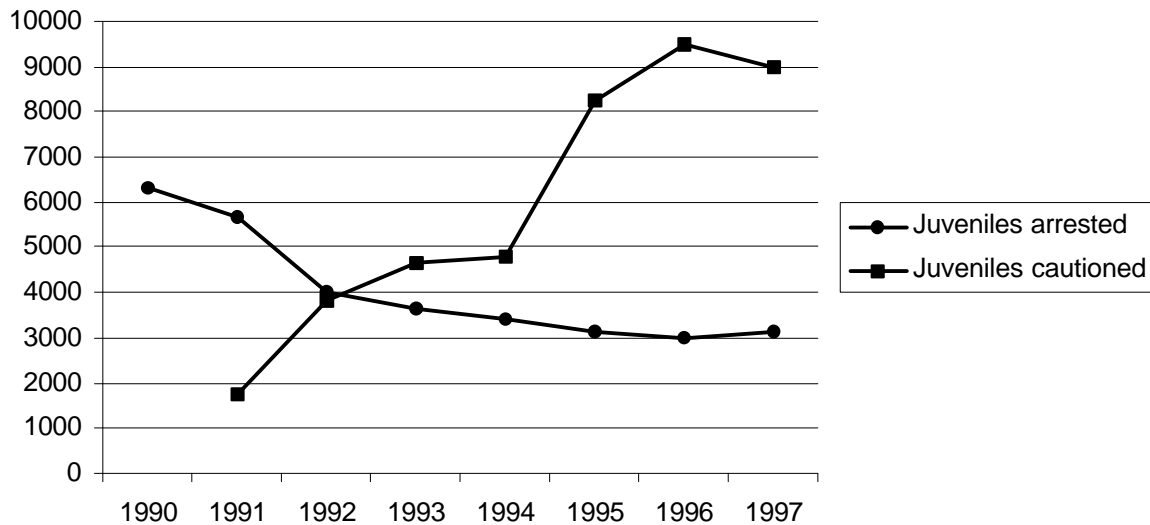
Figure Two demonstrates the increased reliance on cautioning as a response to juvenile offending.

³⁵ Ferrante et al (1998), 55.

³⁶ Ferrante et al (1998).

Conditional cautioning is a process that has developed outside the legislation governing the treatment of juvenile offenders. Conditional cautioning involves a police officer attaching conditions to the caution when issuing it to a juvenile. The conditions may include such things as

Figure Two: The response to juvenile offending in Western Australia 1990 - 1997



adherence to a curfew or an undertaking to attend school every day. Should the conditions be breached the police officer may then consider arresting the offender.

South Australian juvenile justice legislation permits police officers to attach an undertaking to a caution. An undertaking can only last three months and failure to comply can result in a court appearance or referral to a family conference. The practice has proven popular with over half the formal cautions issued in South Australia involving undertakings.³⁷

Research in the United Kingdom has identified initial success from a similar process to conditional cautioning. Caution Plus comprises a formal caution with additional requirements. The schemes generally involve the offender working in order to identify the consequences of their actions. The Retail Theft Initiative in Milton Keynes found 13% of participants reoffended. This compared with 30% for those given a caution without conditions and 64% for those dealt with in other ways.³⁸ The findings are preliminary and should be considered with some caution.

There has been no indication by the Government as to whether the informal practice of conditional cautioning may be formally incorporated into the *Young Offenders Act 1994*.

³⁷ Cant and Downie (1998) 14.

³⁸ Moxon (1998) 87.

The use of cautions have received praise from those who suggest they are effective for reducing the number of juvenile offenders facing the Children's Court. There has been no study to indicate the impact of cautions on the reoffending rates of juveniles. The Committee considered this a major failing of the review conducted into the cautioning process on behalf of the Ministry of Justice. In evidence to the Committee officers from the Ministry of Justice indicated they were not aware of any studies and that a comparative study of the impact on reoffending rates of a court appearance compared to the receipt of a caution might be difficult to conduct.

The Committee was presented with submissions concerned with the young age of many juvenile offenders. Some offenders are too young to be formally dealt with by the police as they fall under the age of criminal responsibility, which is ten years. There is also Western Australian research which shows increasing numbers of offenders are beginning repeat offending careers as early as seven years of age.³⁹ Anecdotal evidence from the Police Service suggests dealing with these very young offenders is extremely difficult and often impossible. It is vital that these young children are not led to believe that they can offend without any consequences. It is also important that their parents or guardians are informed of their behaviour and that they share the responsibility to prevent future offending.

To address this situation legislative change may be required to allow for a formal caution to be presented to a juvenile offender regardless of age. Conditions could be attached to the caution, for example, the imposition of a curfew. The purpose of extending the cautioning option would assist the juvenile to understand a connection between their actions and the consequences of their actions.

Presently there is no legislative requirement that parents receive a copy of any caution issued. A policy has developed of involving parents directly in the cautioning process and presenting them with a copy of the caution. The Committee considers this should become a legislative requirement to ensure it occurs every time. Any amendment should also require delivery of the caution to the parents within a practical time to ensure parental awareness of the child's activities and any conditions imposed via the caution.

The issue of a caution would also assist in identifying issues of parental responsibility for the activities of the child. It would also allow the authorities to direct assistance and resources to families in order to address parenting and other family issues that may be present. The Committee considers that it is too late in some cases to wait for a child to reach ten years of age before attempting to correct the offending behaviour. The cautioning system can be used as an early warning system to identify future repeat offenders. This creates an opportunity to intervene in an attempt to address the offending behaviour of the child as soon as possible.

³⁹ Harding (1997).

Recommendation 18:

The cautioning option be extended to all juveniles in Western Australia, and include provisions for conditions to be attached where appropriate.

Recommendation 19:

The South Australian conditional caution model should be considered when developing a trial in Western Australia.

Recommendation 20:

Legislative amendments should require parents/guardians to be provided with a copy of any caution issued to a juvenile below the age of 16 years.

4.3 Aboriginal Juvenile Offending

The Select Committee identified the over representation of Aboriginal people in the criminal justice system in its Discussion Paper⁴⁰, Making Western Australia Safer - Have Your Say. This situation is particularly relevant in the juvenile category of offenders. Recent figures suggest an Aboriginal juvenile aged between 10 and 14 years of age is 25 times more likely to be arrested and charged by police than a non-Aboriginal juvenile in the same age group.⁴¹ In 1997 an Aboriginal juvenile (age 10-17 years) was 3.9 times more likely to be arrested than a non-Aboriginal juvenile. This figure has increased from 2.5 in 1991 indicating that the issue of Aboriginal juvenile offending is not diminishing. Aboriginal juvenile offending is common throughout the State and not an urban phenomenon. Recent figures indicate that Aboriginal juvenile offending rates were higher in four non-metropolitan regions than in the metropolitan region.⁴²

At least two Western Australian studies of Aboriginal offenders have confirmed the growing involvement of Aboriginal juveniles in offending patterns.⁴³ One study has suggested that involvement in the offending behaviour and subsequent arrest and detention or incarceration has become a rite of passage for young Aborigines.⁴⁴

⁴⁰ SCCP (1998), 21 - 22.

⁴¹ AJC (1999) 7.

⁴² AJC (1999), 32. The regions were central, south eastern, midlands and lower great southern.

⁴³ See Harding (1993:1997); Beresford and Omaji (1996; 1998).

⁴⁴ Beresford and Omaji (1996).

The Committee has previously outlined the work of the Aboriginal Cyclical Offending Project piloted in Geraldton which comprised a significant juvenile focus.⁴⁵ The project has yet to be formally evaluated but has been credited with achieving reductions in offences and anti-social behaviour in Geraldton.

The Committee heard evidence from representatives of the Aboriginal community concerning the issues of juvenile offending. It is concerning that the involvement of Aboriginal juveniles in offending behaviour has reached the proportions that it may have become an accepted part of the transition from childhood into adulthood. It is also concerning that few alternative transition processes have been developed by the Aboriginal community for the majority of Aboriginal youth.

The Committee met with First Nation representatives in Vancouver, Canada and was impressed by the level of empowerment and local problem solving employed in relation to law and order issues in the local community. Community leaders in the particular area visited by the Committee had taken responsibility for offending behaviour committed by juveniles from the community. Juveniles exhibiting offending behaviour were identified and engaged by the community in an attempt to reduce and eventually eliminate their offending or anti-social behaviour.

The Committee heard evidence from several Aboriginal representatives who indicated the importance of inculcating traditional values in Aboriginal youth. The Reverend Cedric Jacobs described some of the problems and possible solutions -

Today, many of the Aboriginal children who were taken from their families, without models or values, are having their own children. They are unable to be good moral models or pass on quality values to their children, which unfortunately has led to many forms of juvenile crime.

Many Aboriginal youth are not aware of their culture, let alone anyone else's culture, and are mostly critical of Aboriginal people. The schools must teach it and the elders must be given a greater credibility to be able to teach our culture. Another problem that has occurred is many Aboriginal youths identify with popular American contemporary culture. Therefore, rather than identifying here, they are identifying over there.

The Committee considers that with support and encouragement the current Aboriginal community leaders should develop a constructive path into adulthood for Aboriginal juveniles which can steer them away from offending behaviour. While any successful model can only be designed with the appropriate cultural requirements the wider community should be encouraged to support such an initiative.

Recommendation 21:

Aboriginal community leaders be encouraged to develop transition processes for Aboriginal youth, that can be recognised by the community as a legitimate process of moving from childhood into adulthood.

⁴⁵ SCCP (1999) 70-71.

4.4 Diversions from Court and Family Conferencing

Developments in juvenile justice around the world have focussed on diverting juvenile offenders from a more serious career of crime. One of the major aims of the Western Australian *Young Offenders Act* 1994 has been to divert young offenders from the formal court system. Diversion is based on the concept that juvenile offenders exposed to the formal court system are at an increased risk of developing more serious offending behaviour. Diversion is largely achieved through cautioning and the use of Juvenile Justice Teams.

Juvenile Justice Teams involve diverting young offenders away from the formal court system and increasing the involvement of parents and victims in addressing the offending behaviour and preventing further behaviour. The teams reflect the Ministry of Justice's desire to ensure juvenile offenders receive the opportunity to become responsible citizens "with all [the] attendant responsibilities, obligations and entitlements".⁴⁶

Teams receive cases referred by police or the courts and use a system of conferencing to place an offender with their victim or victims and find a solution to the offending behaviour. Issues of reparation for victims can also be raised and resolved through the conferences. Not all cases result in a conference situation. Other diversionary action includes things such as requiring an offender to attend a lecture.

A review of the Juvenile Justice Teams in 1998 found that in 95% of family meetings offenders successfully fulfilled the action plan agreed by all participants at the meeting. The review raised the problem of parents not identifying the vital role for them in the process and this was repeated in evidence to the Committee. Assistant Commissioner John Standing said -

there needs to be more onus on the parents to attend the forum and take on some of the responsibilities and be made aware of the severity of the issues whether they be shoplifting or otherwise.

It is one thing to make parents attend the conference, but it is another to engage them in finding a solution to the problem caused by the offending. Approximately 50% of victims attended a conference in the metropolitan area and the figure was lower in country areas. A further area of concern was the referral rate for Aboriginal offenders in the metropolitan area. Given the over representation of Aboriginal offenders in the criminal justice system program designers intended less would face detention sentences when the option of Juvenile Justice Teams was introduced. This has apparently not occurred in the metropolitan area where only 16% of Aboriginal offenders are referred to teams.⁴⁷ This may be explained by the disproportionate number of Aboriginal offenders who have accumulated a record of minor misdemeanours⁴⁸ and consequently have established a history of being arrested rather than cautioned.

⁴⁶ Ministry of Justice, submission to Committee, (1999) 4.

⁴⁷ Cant and Downie (1998).

⁴⁸ Cant and Downie (1998) v.

The review of juvenile justice teams in Western Australia did not identify any evidence of the impact of the teams on recidivism rates for those offenders who had gone through the team experience. In evidence to the Committee the Ministry of Justice stated that recidivism rates for those in the teams process was much lower than for those who enter the court system.⁴⁹ Approximately 40% of juvenile offenders reoffend within two years of release from detention.⁵⁰ There is no limit on the number of times a juvenile offender can attend a juvenile justice team and successfully complete the action plan agreed by the offender and the team.

Juvenile conferencing has been attempted in other jurisdictions under the umbrella of restorative justice. The concept involves repairing the harm caused by crime by bringing all the parties involved together. New Zealand was considered to be the leading authority in the area for many years. However, evidence to the Committee suggests Western Australia may well have over taken that position. Mr Andrew Marshall, Director of policy at the Ministry of Justice indicated -

One conclusion drawn from the evaluation which was tabled in parliament is that the juvenile justice teams are approaching world's best practice in the diversion process. The family conferencing process in New Zealand is not working as effectively as it did five to eight years ago.

Conferencing is being studied in the Australian Capital Territory by a group from the Australian National University. The Reintegrative Shaming Experiments (RISE) project randomly assigns cases to either a conference or a court hearing. The program has been running since 1995 and concentrates on four types of cases -

- drink driving (over .08 blood alcohol content) at any age;
- juvenile property offending involving personal victims;
- juvenile shoplifting offences detected by store security officers; and
- youth violent crimes (under age 30 years).

A report released in 1998 only addressed the issue of how fair victims and offenders found the conferencing system in comparison to the court system⁵¹. It is considered too early to identify the impact of conferencing on offending rates. The report found victims were generally happier with conferencing than the court system due to the former being more efficient and victims felt they were treated better by the conferencing system⁵². Courts were identified as being more concerned with retributive justice while conferences were concerned with restorative justice.⁵³ Finally, the report noted offenders and victims agreed that conferencing was fairer than the court system.⁵⁴

⁴⁹ Evidence Mr Andrew Marshall and Mr David Watson, 20 July (1999).

⁵⁰ Evidence Mr Andrew Marshall and Mr David Watson, 20 July (1999).

⁵¹ Sherman et al (1998).

⁵² Sherman et al (1998) 4.

⁵³ Sherman et al (1998) 3.

⁵⁴ Sherman et al (1998) 3-4.

Recommendation 22:

A review of the family conferencing process be undertaken in respect to the involvement of Aboriginal offenders in the metropolitan area.

4.5 Support for Juvenile Offenders and their Families

The Ministry of Justice operates Killara Youth Support Service. Killara deals with juveniles who have just commenced offending and have been cautioned. All cautions issued by the Police Service are automatically referred to Killara. The majority of assessments determine that the juvenile does not require assistance. This is because many are one time offenders.

Killara is considered to be a short-term intervention only. In order to provide the juvenile offender and their family with support and advice Killara offers counselling and assistance to address problems which may have contributed to their offending and may contribute to any future offending. Killara also operates a home visitation service upon request to ensure services are available for those unable to access them.

It is not apparent how many families offered a home visitation service accept the offer. The Committee was not made aware of any evaluation of the Killara service.

The Committee understands the need for interventions with offenders when they are first identified through a police caution and commends the operation of Killara on this basis. It is disappointing that the service remains available on a voluntary basis although it is recognised there are difficulties with coercing families to accept assistance with troubled children.

The absence of prolonged intervention and assistance to many offenders who receive cautions may be an issue of concern. It is not possible to estimate the number of repeat cautions issued. This information would provide an indication that referral to Killara did not succeed in resolving some of the issues that may have been contributing to the development of offending behaviour. In addition the Committee understands that Killara services the entire metropolitan area from one office. Given the importance of correcting family and associated problems in order to reduce repeat offending the Committee considers it may be necessary to improve the accessibility of the service provided by Killara.

Recommendation 23:

Resources be directed to improving the accessibility of the services provided by the Ministry of Justice's Killara Youth Support Service.

4.6 Intensive Community Supervision

As the name implies this involves a variety of methods of applying intensive supervision to offenders on probation or parole in the community. This can include more frequent contacts between offenders and supervisors, home detention or use of electronic monitoring. Evidence from the United States suggests any attempts to increase the amount of surveillance and other restraints on an offender under intensive supervised probation produced no reduction in recidivism rates.⁵⁵ The United States findings also suggest intensive supervision merely results in more technical breaches of the order rather than preventing the offender from repeating their offending behaviour.⁵⁶

A United Kingdom study of electronic monitoring has suggested initial success with over three-quarters of the orders to which electronic monitoring was a condition were completed successfully.⁵⁷ The study examined orders which required offenders to meet a curfew or risk breaching their order.⁵⁸ Sentencing authorities were also pleased with the speed with which breaches of the orders were detected. Although the study did not indicate the detailed method of electronic monitoring used in this case the most common method is the use of telephone calls to determine if the offender is where they should be located.

The most promising evidence from the United States concerns intensive supervision practices which include the use of treatment components. Not enough research has been conducted into their effectiveness to make any concrete conclusions.

The Committee had the opportunity to visit a trial intensive probation program for juveniles in Illinois. The Bloomington Intensive Probation Program involved placing juvenile probationary offenders with a case worker. Case workers were given reduced work loads - 15 offenders per worker instead of the normal 45 offenders per worker. This allowed the caseworkers to provide a more intensive service including increased supervision but also counselling and work experience. Another important feature of the program was court orders to force parents to participate in the program. Parents are encouraged to attend and the program sponsors family nights where families share a meal before splitting into separate groups for parents and offenders where issues concerning the offenders behaviour are discussed.

A similar program operating in Western Australia is the Warminda Intensive Intervention Centre. Warminda operates in two intensive six week programs which focus on the hard core repeat juvenile offenders⁵⁹. The program delivers an intensive intervention process designed to address some of the factors that may be contributing to an individual's persistent reoffending.

⁵⁵ MacKenzie (1997) 386-387.

⁵⁶ MacKenzie (1997) 388.

⁵⁷ Moxon (1998) 92-93.

⁵⁸ Moxon (1998), 92-93.

⁵⁹ The program also caters for adult offenders aged between 18 and 21.

The Ministry of Justice identified the target group for the centre as -

- 16-21 years of age;
- having a history of community supervision order breaches;
- having a high risk of breach under their current community order;
- having limited community support; and
- having a defined need for competency development.

Offenders attend for core treatment programmes including aggression and violence control, drug and alcohol treatment and also to develop skills either in vocational or educational areas. They are also expected to undertake some form of community work. The Warminda program utilises practices that target criminogenic needs. This type of treatment for offenders is supported by international research indicating it is more successful than previous approaches.⁶⁰ Criminogenic needs are the factors which contribute directly to the offender's criminal behaviour and include -

- drug dependency;
- anti-social attitudes;
- poor educational attainment levels;
- poor cognitive skills; and
- difficulties in relationships.

It also attracts a large number of drug and substance abusers. The Ministry of Justice estimated almost 90% of offenders attending Warminda have a history of drug dependence. The program is structured to deal with these problems but also contains an expulsion component for returning a positive drug test.

Warminda has not yet been subjected to an evaluation and therefore the Committee cannot make a judgement of its effectiveness in stopping repeat offenders.

4.7 Detention

Detention, like adult incarceration is considered to be a final option for an offender who cannot cease offending after other treatments or has committed an offence which warrants a period of incarceration. The Committee does not intend to go into detail on the merits of incarcerating juveniles or adults as this work is being conducted by the Standing Committee on Estimates and Financial Operations.

The Committee was made aware of one significant issue in relation to juvenile detention which warrants discussion in this report due to its potential to reduce repeat offending. In the course of the public forums conducted in February 1999 the Committee heard about the negative impact of the process of detaining juvenile offenders from the north west region of Western Australia in metropolitan detention centres. At present Western Australia has only one juvenile detention centre - Banksia Hill - based at Canning Vale.

⁶⁰ See for example, Andrews and Bonta (1994); Motiuk (1997).

Evidence at the Carnarvon public forum indicated that many juvenile offenders return from their detention period in the metropolitan area with a greater risk of offending and a willingness to commit more serious offences. Many suffer from family dislocation and may develop toughened offender personalities as a result of their detention. Those giving evidence were not suggesting that detention was an inappropriate sentence but that a period of detention in a detention centre in their own region may be a more beneficial experience for these juvenile offenders. It was suggested that the centre may incorporate some form of station work rather than a normal detention regime.

The Committee was informed of the Ministry of Justice's rural placement program which will broaden the existing station placement scheme. It is envisaged a rural placement will be added to a community based sentence for juveniles and adults up to 21.

Recommendation 24:

A small scale juvenile custodial facility be established in the north west region of the state to cater for juveniles who commit offences in that area and are remanded or sentenced to a period of incarceration.

Recommendation 25:

Consideration be given to a trial facility outside of Carnarvon.

5.0 RELEASE OF PRISONERS AND AFTER CARE

Research from around the world has identified those being released from a period of detention or imprisonment as being at increased risk of reoffending⁶¹. Many offenders find it difficult to adjust to normal community living after a period of incarceration. The problems and issues which may have contributed to their offending behaviour prior to incarceration may not have been solved upon their release from prison. Issues such as poor literacy, behavioural problems, drug, alcohol or substance abuse and family or relationship difficulties may not have been resolved and offenders may find themselves in the same circumstances that contributed to their offending behaviour in the first place. In most jurisdictions anywhere between 40% and 60% of prisoners will reoffend within two years of release.

The Ministry of Justice provides a through care service for prisoners. This service is based on the premise of preparing the prisoner for release from the first day the prisoner enters a prison. All metropolitan prisons have dedicated officers who assist prisoners to make the transition to the community. These officers belong to the Release Planning Unit.

Outcare is a non-government organisation which provides a range of services to recently released prisoners. In evidence to the Committee, Outcare Executive Director Peter Sirr, identified dysfunctional families as a major impact on the chances of an incarcerated offender reoffending upon release. The issue of support for the families of incarcerated offenders was dealt with in the Committee's first report. The Committee found that services currently provided need to be comprehensive and service for the families of incarcerated offenders needs to be offered immediately an offender is incarcerated. The service offered needs to be sufficiently co-ordinated to ensure all aspects of a family's development are covered.

Despite the need to provide supports and assistance to prisoners upon their release Mr Sirr argued that "it would be safe to say that a large part of our achievement in turning prisoners around relies on the people surrounding them for the period of time they are in prison". This suggested that the attitude of prison officers had a significant impact on rates of reoffending.

The Committee heard that inadequate resourcing meant that after care services such as those provided by Outcare could not be as comprehensive as possible -

One of the big issues is that we always feel as though we do not have the resources to give a complete through-care model, which is what we aim at doing. We really need to pick up people before they get out of prison.

While it was not possible to estimate the impact on rates of reoffending the Committee is concerned that inadequate levels of support will result in a significant number of released prisoners returning to offending behaviour in a short time.

⁶¹ MacKenzie (1997).

The issue of provision of employment for recently released prisoners was of interest to the Committee. Research has suggested that unstable employment histories and an absence of ambition contributed to a greater risk of released prisoners reoffending.⁶² Outcare Executive Director, Mr Peter Sirr, outlined the difficulties facing unemployed released prisoners -

They must become aware of all the issues because it hits the fan the moment they walk out the door ... the net result is that these people will still get only three weeks unemployment benefits in the first four weeks after they come out of prison. A young bloke who does not have a house or a home to go to and who probably has substance abuse issues in his life and probably has a drink will stand there with this money and say that it is going nowhere and he will reoffend.

The Committee found several programs which aimed to reduce rates of reoffending among released prisoners by ensuring adequate employment opportunities.

In the United States the Texas Workforce Commission and the Texas Department of Criminal Justice have combined to provide an employment service for paroled inmates. Project RIO ensures prisoners are provided with job preparation services and then linked in with the Workforce Commission who has a pool of 12 000 employers ready to hire parolees. A 1992 independent evaluation identified 69% of Project RIO participants had found employment upon release compared to 36% of a similar group not in the RIO project⁶³. In the year following release from prison only 23% of high risk Project RIO participants had returned to prison while 38% of non-participants had returned to prison⁶⁴.

In Canada a review of a program which gave employment to prisoners in the last six months of their sentence found that those who gained employment in the first six months after being released had lower rates of reoffending than prisoners who remained unemployed during the first six months after release from prison.⁶⁵ The review concluded that more resources were necessary to help identify the employment needs of individual prisoners prior to release.

The provision of employment opportunities while still serving a sentence of incarceration is a growing practice in Western Australia. The work camps concept within the Western Australian prison system may provide a positive step towards reducing rates of post release offending.

⁶² Andrews and Bonta (1994).

⁶³ Finn (1998) 3.

⁶⁴ Finn (1998) 3.

⁶⁵ Gillis, Motiuk and Belcourt (1998) 1.

Recommendation 26:

Existing employment programs for recently released prisoners should be reviewed to determine their effectiveness and impact on rates of reoffending.

Recommendation 27:

A pilot version of the Project RIO program should be instituted in Western Australia.

6.0 CONCLUSION

The Final Report of the Select Committee on Crime Prevention has provided the next step towards the complete solution to tackling crime in our community. The Committee's first report provided details of how to prevent offending behaviour from developing in the community. The Final Report acknowledges that firstly, this approach will take time to implement and secondly, it will not always be possible to stop all offending from beginning. Consequently, there is a need to examine ways to stop offending once it has begun and to reduce the incidences of repeat offending.

The Final Report has examined how police resources can be allocated and managed to effect better crime detection and offender apprehension. The Committee identified several promising practices concerning allocations of officers and vehicles which have the potential, if implemented correctly, to reduce the incidence of crime in Western Australia. A serious problem was highlighted in the area of technology available to the Police Service and its interaction with the Ministry of Justice facilities. For the Police Service good technology can make the difference between the successful use of criminal intelligence and the collection of useless data.

The effective management of that intelligence was also raised as an issue of importance. Both the Police Service and community submissions to the Committee highlighted the problem of apparent police inactivity after community members had identified criminal intelligence opportunities. With appropriate technology the Police Service can ensure information is collected analysed and transmitted to officers on patrol as quickly and efficiently as possible.

The issue of incompatibility of database management systems between the Ministry of Justice and the Police Service was best illustrated in the review of the bail process. The granting of bail can have an important impact on the rate of repeat offending and the Committee is concerned that technological difficulties have previously contributed to additional offending when it should not have occurred. In addition the Committee was concerned that all legislative amendments to resolve the opportunity for repeat offenders to offend while on bail had not yet been proclaimed.

The effective treatment of juvenile repeat offenders represents a significant opportunity to reduce current and future offending rates. The Committee found Western Australia is well placed in terms of programs operating to address the behaviour of juvenile offenders. Many programs are recent additions and appear promising. They will need to be monitored closely in the future to ensure they are contributing to a reduction in the number of juvenile repeat offenders.

The provision of support and assistance to prisoners recently released from prison may not seem to many to be worthwhile. The Committee found evidence that up to 40% of prisoners reoffend within two years of release in Western Australia. This suggests any program which can help prisoners to find a stable place in the community needs support and encouragement. The damage created by released prisoners reoffending is not limited to their generation. Evidence presented in the Committee's first report shows that offenders who continue to move in and out of the prison system create a greater risk of the same fate for their own siblings and children. Without action now we will not reduce the number of offenders in the future.

The Final Report has deliberately avoided detailed discussion of the use of detention or incarceration as a means of deterring offenders from repeating their crime. This matter is being examined by the Legislative Council's Standing Committee on Estimates and Financial Operations. In order to avoid duplicating work on the issue the Select Committee elected to concentrate on other areas and to refer all its resources on the subject of detention and incarceration to the Standing Committee.

The work of the Select Committee on Crime Prevention

The Select Committee on Crime Prevention has approached the subject of preventing crime in two separate reports. However, they contain elements of a whole approach to reducing offending. The first report examined the risk factors that can place a person at greater risk of becoming an offender and how we can reduce the impact of those risk factors and hopefully reduce the number of people who develop offending behaviour. The risk factors identified included -

- family;
- schools;
- alcohol and other drugs;
- age;
- gender;
- race;
- situational;
- environment;
- delinquent peers and the use of leisure time;
- child behavioural problems; and
- socio-economic factors.

In the Final Report the Committee's focus switched to those individuals who had already chosen to offend and how best to stop them repeating their offending behaviour. The issues raised in the final report cannot be dealt with in isolation from those raised in the first report.

If the community is determined to reduce offending and anti-social behaviour there must be a combined approach to tackle those at risk of becoming offenders and those already committing offences. If the focus of our efforts is overly concentrated on those who are committing offences today we may miss the opportunity to deter the offenders of tomorrow. Similarly, the community will not accept a sole concentration on helping those who might become the offenders of tomorrow. The best result must be a balance of priorities and responses. Only in this way will current offending rates, as well as future offending rates, be reduced.

In the course of the Committee's work it became apparent that crime prevention is a subject of growing importance to Governments around Australia. At the national level the Federal Government established National Crime Prevention to help coordinate crime prevention activities around Australia and pilot initiatives in key areas. Most State and Territory Governments have introduced crime prevention plans or strategies. The Committee also believes that amongst all this recent activity there is a degree of reinvention of the crime prevention wheel. Many previously tried initiatives are redesigned and relabelled in an attempt to appease community demands for action. Without any interchange of ideas and a system of evaluation for the many programs,

projects and strategies operating in Australia and internationally there is the risk that old ideas will just be born again and in time will fail again.

Within Western Australia there is much activity in the crime prevention area. There is also little overall co-ordination and evaluation. Government agencies fail to simply exchange data which is of real need and genuine interest between each other. Programs with mutual benefits for several agencies are protected by agencies who may be ignorant of similar work being done by other agencies. Community groups fumble for solutions without knowing of other community groups who may have solved a similar problem. One of the Committee's key recommendations in its First Report was the establishment of an Office of Crime Prevention. The Office represented one point where information could be collected and disseminated for all of the community.

The Committee's second term of reference concerned the methods by which successful crime prevention programs, practices and community action could be best accessed by the community. Until a clearer picture emerges of the overall scope of crime prevention activities in Western Australia the Committee considers it is not appropriate to recommend a preferred option. Instead the Committee considers the task would be better left to the proposed Office of Crime Prevention. As part of their proposed role in improving co-ordination and co-operation among all crime prevention players the Office could establish an appropriate method of disseminating vital crime prevention activities.

The fragmented, and at times, unco-ordinated approach to crime prevention in Western Australia has limited the effectiveness of past and current programs. The establishment of an Office of Crime Prevention would facilitate a 'whole of Government' perspective and allow greater co-ordination of the many agency programs and services which have a direct or potential impact on crime prevention. The creation of this office is seen as one of the fundamental steps necessary to achieve a lower crime rate in Western Australia.

LIST OF RECOMMENDATIONS FINAL REPORT

Recommendation 1:

The Police Service should continue to develop and use targeted patrolling initiatives. [see Page 5]

Recommendation 2:

The Police Service should conduct ongoing evaluation of this strategy to identify trends in offence displacement and offence reduction. [see Page 5]

Recommendation 3:

Allocation of responsibility to individual officers for specific geographic locations, should be implemented, where practical, in each police district with urbanised areas within the district boundaries. [see Page 6]

Recommendation 4:

The process should be independently evaluated after two years. [see Page 6]

Recommendation 5:

The effectiveness and efficiency of targeted investigation practices should be monitored using a consistent criteria to assess short and long term outcomes. [see Page 7]

Recommendation 6:

Best practice models should be developed to ensure a proper focus on particular offences and minimise displacement of offenders into other areas. [see Page 7]

Recommendation 7:

Average response times should be recorded for all crimes reported in every district and publicised quarterly by the Office of Crime Prevention proposed by the Committee. [see Page 9]

Recommendation 8:

The data should also contain the number of reports not investigated and the number subsequently cleared. [see Page 9]

Recommendation 9:

Appropriate resources should be provided to enable the completion of technology infrastructure upgrades for the Police Service within the shortest possible timeframe. [see Page 11]

Recommendation 10:

In considering additional police resources priority should be given to the introduction of technology that will make police officers more effective and provide more efficient use of resources. [see Page 13]

Recommendation 11:

Zero tolerance policing practices restricted to targeting known crime hot spots and known or suspected offenders, should be continued. [see Page 14]

Recommendation 12:

Previous and current trials of zero tolerance operations in Western Australia and elsewhere should be independently examined by the proposed Office of Crime Prevention to determine their potential value as a crime prevention tool. [see Page 14]

Recommendation 13:

Immediate action should be taken to implement a uniform database management system in all agencies involved in crime prevention across Government. [see Page 17]

Recommendation 14:

A target date of January 1, 2002 should be set for completion of this task. [see Page 17]

Recommendation 15:

Immediate action should be taken to implement a uniform database management system in all agencies involved in crime prevention across Government. [see Page 21]

Recommendation 16:

Immediate provisional communication alternatives should be introduced to ensure that officers are able to access data on bail statistics at all times. [see Page 21]

Recommendation 17:

All the remaining sections of the *Bail Amendment Act 1998* should be proclaimed immediately. [see Page 21]

Recommendation 18:

The cautioning option be extended to all juveniles in Western Australia, and include provisions for conditions to be attached where appropriate. [see Page 27]

Recommendation 19:

The South Australian conditional caution model should be considered when developing a trial in Western Australia. [see Page 27]

Recommendation 20:

Parents/guardians to be provided with a copy of any caution issued to a juvenile below the age of 16 years. [see Page 27]

Recommendation 21:

Aboriginal community leaders be encouraged to develop transition processes for Aboriginal youth, that can be recognised by the community as a legitimate process of moving from childhood into adulthood. [see Page 29]

Recommendation 22:

A review of the family conferencing process be undertaken in respect to the involvement of Aboriginal offenders in the metropolitan area.

[see Page 31]

Recommendation 23:

Resources be directed to improving the accessibility of the services provided by the Ministry of Justice's Killara Youth Support Service. *[see Page 32]*

Recommendation 24:

A small scale juvenile custodial facility be established in the north west region of the state to cater for juveniles who commit offences in that area and are remanded or sentenced to a period of incarceration. *[see Page 34]*

Recommendation 25:

Consideration be given to a trial facility outside of Carnarvon. *[see Page 34]*

Recommendation 26:

Existing employment programs for recently released prisoners should be reviewed to determine their effectiveness and impact on rates of reoffending.

[See Page 37]

Recommendation 27:

A pilot version of the Project RIO program should be instituted in Western Australia. *[See Page 37]*

LIST OF RECOMMENDATIONS FIRST REPORT

Recommendation 1:

A complete crime prevention strategy for Western Australia should contain elements of primary, secondary and tertiary prevention. [see Page 23, First Report]

Recommendation 2:

Decisions concerning the allocation of resources for primary, secondary and tertiary practices and programs, in a complete crime prevention strategy, should wherever possible be based on -

- **clear objectives;**
- **evidence of cost effectiveness; and**
- **evidence of demonstrated success. [see Page 23, First Report]**

Recommendation 3:

There should be one clear crime prevention strategy for the whole of Government. [see Page 27, First Report]

Recommendation 4:

Government agencies should identify and develop current and future services and programs which respond to priorities within their core responsibilities. [see Page 28, First Report]

Recommendation 5:

Local Government authorities should identify and develop current and future services and programs which respond to priorities within their core responsibilities. [see Page 28, First Report]

Recommendation 6:

Community education strategies should encourage greater community participation in the design and implementation of crime prevention strategies. [see Page 28, First Report]

Recommendation 7:

The Government should establish an Office of Crime Prevention.

[see Page 30, First Report]

Recommendation 8:

The responsibilities of the Office of Crime Prevention should include -

- (a) **the production of regular information bulletins concerning crime statistics in Western Australia;**
- (b) **the production of regular demographic profiles of the Western Australian community including any information considered relevant to crime prevention efforts;**
- (c) **the production of annual crime summaries analysing trends and changes in the patterns of offending behaviour;**
- (d) **promotion of the activities of community crime prevention programs in Western Australia to the wider community;**
- (e) **co-ordination of requests for statistical crime related information from Members of Parliament, Government agencies, local Government authorities, community crime prevention groups and members of the community. Consideration be given to cost recovery principles for particularly difficult or resource intensive tasks;**
- (f) **production of research on the issues contributing to current rates of offending and analysis of future changes in the patterns of offending behaviour;**
- (g) **establishment of on line access to data from the key Government agencies identified as central to the State's approach to crime prevention to enable up to date information to be available to the community. Data should not include personal details and only information that will assist the crime prevention approach of the State;**
- (h) **co-ordination of training procedures for community crime prevention program practitioners;**
- (i) **co-ordination of the activities of community crime prevention programs to ensure full information exchange and to assist with queries concerning community crime problems;**

- (j) maintenance of a database of successful community and other crime prevention programs;
- (k) co-ordination of the process of independent evaluation according to accepted scientific principles of program types deemed to be relevant to crime prevention;
- (l) liaison with interstate and international crime prevention and crime research organisations;
- (m) provision of policy advice to the Premier and the Cabinet on issues arising from the state crime prevention strategy; and
- (n) provision of seed funding for pilot crime prevention programs identified as priority areas within the state crime prevention strategy. [*see Page 31, First Report*]

Recommendation 9:

The Office of Crime Prevention should be located within the Ministry of Premier and Cabinet. [*see Page 32, First Report*]

Recommendation 10:

The Office of Crime Prevention should be adequately resourced to enable it to achieve its responsibilities. [*see Page 32, First Report*]

Recommendation 11:

Wherever possible the chief executive officer of the Office of Crime Prevention should be a person with professional expertise in research and management. [*see Page 32, First Report*]

Recommendation 12:

The Office of Crime Prevention should employ the services of academic and other experts on a contract basis for the production of its data collation, publication and research services. [*see Page 32, First Report*]

Recommendation 13:

All media should be encouraged to take a more active role in promoting the positive aspects of crime prevention in Western Australia. [see Page 32, First Report]

Recommendation 14:

A system of independent evaluation be instituted for crime prevention programs in Western Australia including an appointed panel of evaluators from which program operators can choose. [see Page 35, First Report]

Recommendation 15:

The system of independent evaluation be co-ordinated by the Office of Crime Prevention. [see Page 35, First Report]

Recommendation 16:

In cases where several similar programs exist one example should be evaluated to determine their general effectiveness. [see Page 35, First Report]

Recommendation 17:

In most cases recurrent funding for crime prevention programs should be available on a three year basis. [see Page 35, First Report]

Recommendation 18:

Programs should establish clear objectives, including the target group and the behaviour being addressed, in determining short, medium and long term goals for their three year funding period. [see Page 35, First Report]

Recommendation 19:

Where particular crime prevention programs or similar program types have not been evaluated it should be a condition of program funding to include provision for evaluation in their proposed budget. [see Page 35, First Report]

Recommendation 20:

Community participation in a crime prevention strategy must also include involvement and feedback in the evaluation process. [see Page 35, First Report]

Recommendation 21:

A profile of at risk parents be developed to assist Government agencies to effectively target parenting services on a consistent and co-ordinated basis. [see Page 44, First Report]

Recommendation 22:

Evaluate the current home visitation services in Western Australia to determine their effectiveness in meeting the needs of at risk parents and families in Western Australia. [see Page 44, First Report]

Recommendation 23:

A comprehensive and well co-ordinated home visitation service for first time parents in Western Australia be established. Priority resources should be allocated to the parents identified as at risk according to the profile recommended above. [see Page 44, First Report]

Recommendation 24:

An evaluation mechanism should be incorporated into the home visitation service to assess the program's effectiveness and suitability for parents from all social and ethnic backgrounds. [see Page 44, First Report]

Recommendation 25:

Resource information be developed and provided to parents to assist parents with measures that are effective in addressing child behavioural problems such as -

- **bullying;**
- **lying;**
- **sexual promiscuity;**
- **aggression and violence;**
- **running away from home; and**
- **excessive smoking and drinking. [see Page 47, First Report]**

Recommendation 26:

An evaluation of anti-bullying programs in Western Australia be undertaken as a matter of priority to assess their effectiveness. [see Page 48, First Report]

Recommendation 27:

The evaluation of anti-bullying programs in Western Australia should compare results with the Norwegian model. [see Page 48, First Report]

Recommendation 28:

An anti-bullying model be adapted for all schools in Western Australia within two years with an evaluation process to ascertain effectiveness every five years. [see Page 48, First Report]

Recommendation 29:

A screening process for preschool students be developed to identify children with behavioural problems and learning difficulties at an early stage. [see Page 49, First Report]

Recommendation 30:

An evaluation of the effectiveness of current preschool and day care services in Western Australia in addressing risk factors related to future offending should be undertaken. [see Page 50, First Report]

Recommendation 31:

Consideration be given to the establishment of a pilot preschool program, based on the Perry Pre-school program or another successful example, in a school district containing a disproportionate number of students deemed to be at risk. [see Page 50, First Report]

Recommendation 32:

The pilot program should operate for at least three years. [see Page 50, First Report]

Recommendation 33:

There should be a proper independent evaluation of the pilot program. [see Page 50, First Report]

Recommendation 34:

Holistic and proactive assessments should be conducted of all families of juveniles found guilty of offences which carry custodial sentences.

[see Page 51, First Report]

Recommendation 35:

The assessments should form the basis for across agency co-ordination of services to reduce the risk of developing further offending behaviour within the family. *[see Page 52, First Report]*

Recommendation 36:

Monitoring and evaluation of the programs and practices developed under Regional Domestic Violence Plans should be implemented to determine their effectiveness in preventing or reducing violence. *[see Page 53, First Report]*

Recommendation 37:

There should be a community awareness program encouraging the concept of informal familial and extra familial mentoring. *[see Page 54, First Report]*

Recommendation 38:

The establishment of a community based volunteer mentoring program should be encouraged. *[see Page 54, First Report]*

Recommendation 39:

Programs developed under the Making a Difference Strategy be monitored and evaluated to determine their effectiveness. *[see Page 56, First Report]*

Recommendation 40:

Successful programs developed under the Making a Difference Strategy be funded to enable further pilot programs to be developed. *[see Page 56, First Report]*

Recommendation 41:

Resources be provided to undertake an evaluation of the VIP program and the ongoing effects on students for a period of five years after completing the course. [see Page 56, First Report]

Recommendation 42:

There should be an evaluation of programs designed to enhance peer relationships among youth at risk to determine which programs are effective in reducing the development of offending and anti-social behaviour. [see Page 58, First Report]

Recommendation 43:

Selected Western Australian programs which seek to structure and supervise the leisure time of children should be evaluated to determine their effectiveness in attracting at risk children in addition to other children. [see Page 61, First Report]

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Recommendation 44:

Selected Western Australian programs which seek to structure and supervise the leisure time of children should be evaluated to determine their effectiveness in addressing the needs of at risk children. [see Page 61, First Report]

Recommendation 45:

Wherever possible programs which seek to structure and supervise children's leisure time should be part of a co-ordinated approach to preventing offending behaviour. [see Page 61, First Report]

Recommendation 46:

Local Government authorities should consider the impact on participation rates of fees and charges for parents and organisations to use community facilities such as sporting grounds and recreation centres. [see Page 61, First Report]

Recommendation 47:

Existing mentoring programs in Western Australia be assessed in order to build a comprehensive community network of mentoring programs who may be able to share administrative and other costs. [see Page 63, First Report]

Recommendation 48:

The Big Brothers/Big Sisters mentoring organisation in the United States be used as a possible model for the comprehensive community network. [see Page 63, First Report]

Recommendation 49:

A comprehensive crime prevention strategy should encourage programs which address difficulties arising from major transition points in an individual's life. [see Page 65, First Report]

Recommendation 50:

The results of proper and rigorous evaluations of programs operating under the Western Australia Drug Abuse Strategy should be made public. [see Page 67, First Report]

Recommendation 51:

Programs and services targeting parents who abuse drugs and alcohol during pregnancy should be assessed with a view to piloting and evaluating such programs in Western Australia. [see Page 68, First Report]

Recommendation 52:

The findings of the DUMA program currently operating in Western Australia should be incorporated into any comprehensive crime prevention strategy for the State. [see Page 68, First Report]

Recommendation 53:

As part of a comprehensive crime prevention strategy, an evaluation of the impact of vocation and training programs on areas with large populations who are at risk of developing offending behaviour should be undertaken to determine the programs impact on the development of offending behaviour. [see Page 69, First Report]

Recommendation 54:

An independent evaluation of the Aboriginal Cyclic Offending Program should be undertaken. [see Page 71, First Report]

Recommendation 55:

The results of any proper and independent evaluation of the Aboriginal Cyclic Offending Program should be publicised. [see Page 71, First Report]

Recommendations 56:

An assessment of community cohesion levels in high crime areas in Western Australia should be undertaken. [see Page 73, First Report]

Recommendation 57:

An independent evaluation of the impact of the New Living program on levels of community cohesion and rates of offending should be undertaken. [see Page 73, First Report]

Recommendation 58:

The evaluation should be conducted in one geographic area where the New Living program has been implemented or is planned. [see Page 73, First Report]

Recommendation 59:

The Neighbourhood Watch Scheme should be independently reviewed to determine its effectiveness in -

- **improving the detection and apprehension of offenders;**
- **reducing levels of fear of crime; and**
- **reducing the level of situational risk in particular geographic areas [see Page 77, First Report]**

Recommendation 60:

The importance of revictimisation in many offences should be acknowledged and appropriate programs identified and implemented to reduce the incidence of repeat victimisation. [see Page 77, First Report]

Recommendation 61:

A crime victim audit service should be developed in each SaferWA district to provide crime victims with information concerning the prevention of revictimisation. [see Page 77, First Report]

Recommendation 62:

There should be an independent evaluation of the use of random security patrols which should determine their impact in -

- (a) reducing the incidence of crime;**
 - (b) improving community perceptions of personal safety;**
 - (c) the displacement of crime to other areas; and**
 - (d) complementing law enforcement activities and arrangements.**
- [see Page 77, First Report]*

APPENDIX ONE

STATEMENT OF ACTUAL (OR ESTIMATED) COSTS OF THE OPERATION OF THE COMMITTEE IN ACCORDANCE WITH STANDING ORDER 378(b)

Travel Expenses

Interstate - Melbourne/Sydney/Canberra - 22 February - 3 March 1998

Allowances	Members	\$11 600	
	Staff	\$ 5 000	
Airfares	Members	\$ 9 400	
	Staff	\$ 5 400	
Incidental expenses		<u>\$ 3 000</u>	\$34 400

Interstate - Sydney - 25 October - 27 October 1998

Allowances	Members	\$ 600	
	Staff	\$ 500	
Airfares	Members	\$ 2 000	
	Staff	<u>\$ 2 000</u>	\$ 5 100

Overseas Investigative Tour - Canada/ USA / UK - 11 July - 30 July 1999

Allowances	Members	\$23 000	
	Staff	\$16 000	
Airfares	Members	\$24 000	
	Staff	\$16 000	
Incidental expenses		<u>\$ 6 700</u>	\$85 700

General Expenses

Consultants		\$65 000	
Advertising		\$ 7 600	
Printing		\$ 8 000	
Stationery and photocopying		\$ 1 000	
Postage, telephone, faxes and couriers		\$ 1 700	
Reference books and materials		\$ 100	
Refreshments		\$ 300	
Protocol		\$ 400	
Conference Registration		\$ 3 000	
Travel - Kilometrage		<u>\$ 400</u>	\$87 500
Provision for Printing/Postage of Final Report		<u>\$ 3 000</u>	\$ 3 000

TOTAL \$215 700

Please note that amounts are rounded to the nearest \$100.

APPENDIX TWO

ORAL EVIDENCE

AKER, Ms Jacqueline	Media Manager National Crime Prevention Council WASHINGTON DC USA
AUCHTER, Dr Bernard	Violence Against Women and Family Violence National Institute of Justice WASHINGTON DC USA
ATHERTON, Mr Timothy John	Assistant Commissioner (Crime Investigation Support Portfolio), Western Australia Police Service, PERTH WA
BEDFORD, Ms Jenny Anne	Aboriginal Legal Service of WA (Inc) PERTH WA
BERESFORD, Dr Quentin	Lecturer Edith Cowan University PERTH WA
BIDDULPH, Mr Geoffrey	Crime Prevention Agency Home Office LONDON UNITED KINGDOM
BLAGG, Dr Harry	Crime Research Fellow Crime Research Centre University of Western Australia PERTH WA
BLAKE, Mr Bruce	Communications Director Office of the Police Commissioner BOSTON USA
BOORMAN, Ms Catherine	Crime Prevention Officer Cairns City Council CAIRNS QLD
BOWLER, Mr Gary	Executive Director Country Services Family & Children's Services PERTH WA
BRIDGEMAN, Ms Cressy	Crime Prevention Agency Home Office LONDON UNITED KINGDOM

Select Committee on Crime Prevention

BUCKLEY, Mr Michael	Executive Director Crime Prevention Effectiveness Program Criminology and Criminal Justice University of Maryland MARYLAND USA
BUDISELIK, Mr Bill	Executive Director Industry Development & Service Specification Family and Children's Services PERTH WA
CALHOUN, Mr Jack	Executive Director National Crime Prevention Council WASHINGTON DC USA
CASTLEMAN, Ms Roxanne	Director Court Services BLOOMINGTON Illinois USA
CHIKRITZHS, Ms Tania	Research Associate National Centre for Research into the Prevention of Drugs Curtin University of Technology BENTLEY WA
CHILDERS, Mr Rickey	Deputy City Manager City of Arlington ARLINGTON Texas USA
CHVAL, Mr Craig	Director Gang Crime Prevention Centre CHICAGO USA
CIBICH, Ms Gill	Crime Prevention Coordinator City of Port Lincoln PORT LINCOLN SA
COLLARD, Mr Neville Joseph	Chairperson Aboriginal Advancement Council PERTH WA
CSABA, Ms Kathy	Senior Policy Officer Policy and Legislation Division Ministry of Justice PERTH WA
CULLEN, Mr Bill	Research and Evaluation Officer Ministry of Justice PERTH WA

Select Committee on Crime Prevention

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DEMERAIS, Mr Lou	Executive Director Vancouver Native Health Society VANCOUVER CANADA
DOBIE, Mr Steve	Senior Deputy Sheriff Special Operations Division Travis County Sheriff's Office AUSTIN Texas USA
DOLMAN, Mr David Lawrence	Derbarl Yerrigan Health Service PERTH WA
DOMINGUEZ, Mr Louis	Director McGruff National Licensing Program National Crime Prevention Council WASHINGTON DC USA
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FAHERTY, Mr Robert	Superintendent in Chief Boston Police Department BOSTON Massachusetts USA
FALCONER, Mr Robert	Commissioner of Police, Western Australia Police Service, PERTH WA
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Select Committee on Crime Prevention

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Select Committee on Crime Prevention

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SKINNIDER, Ms Eileen	Director Human Rights The International Centre for Criminal Law Reform and Criminal Justice Police VANCOUVER CANADA
STANDING, Mr John Richard	Assistant Commissioner, Metropolitan Region, Western Australia Police Service, PERTH WA
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TRELOAR, Ms Rebecca	Comprehensive Communities Program National Crime Prevention Council WASHINGTON DC USA
TRUSCOTT, Mr Ashley Calvin	Community Legal Educator Aboriginal Legal Service of WA (Inc) PERTH WA
VAUGHAN, Mr Ian	Policy, Programs and Projects Offender Management Ministry of Justice PERTH WA

Select Committee on Crime Prevention

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WATSON, Mr David John	Manager, Warminda Intensive Supervision Centre Ministry of Justice, PERTH WA
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WEIKART, Dr David	President Perry Pre-School Program High Scope Educational Research Foundation YPSILANTI USA
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WILKES, Mr Edward Thomas	Derbarl Yerrigan Health Service PERTH WA
ZUBRICK, Dr Stephen	Associate Professor & Head of the Division of Psychosocial Research at the TVW Telethon Institute of Child Health Research PERTH WA

APPENDIX THREE

WRITTEN SUBMISSIONS LIST

Name & Title	Affiliation
Shelley Pepper Principal Administration Officer	Town of Albany Western Australia
P. G. Quinlivan Manager Recreation Services	City of Armadale Western Australia
The Hon. Peter Foss, QC, MLC Attorney General Minister for Justice; the Arts	WA Government Minister
Bill Cullen Chairman	Australian Crime Prevention Council (WA Branch)
Gary Evershed Director Community Services	Town of Bassendean Western Australia
Kevin Sproat Assistant Chief Executive Officer	City of Bayswater Western Australia
B. E. Jones Chief Executive Officer	Shire of Boddington Western Australia
Glen Norris Senior Administration Officer	Shire of Bridgetown-Greenbushes Western Australia
Lyn Devereux Community Development Officer	Shire of Broome Western Australia
Michael Swift Chief Executive Officer	Shire of Busselton Western Australia
G. D. Partridge Chief Executive Officer	Shire of Cambridge Western Australia
I. F. Kinner Chief Executive Officer	The City of Canning Western Australia
Tom Lawson	CITY BEACH Western Australia
Brian Scully Acting Executive Office	Community Policing Crime Prevention Council of Western Australia Inc
L. Croft Chief Executive officer	Shire of Carnamah Western Australia

Select Committee on Crime Prevention

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B. G. Walker Chief Executive Officer	Shire of Carnarvon Western Australia
Don Green Director Administration & Community Services	City of Cockburn Western Australia
Merryn Bojcun Senior Constable 5612 Crime Prevention Officer	Albany District Community Policing and Crime Prevention Committee Western Australia
Sandra Lewis, JP Chairman	Community Policing Crime Prevention Council of Western Australia Inc Fremantle District
T. J. Hewitson Manager - Corporate Services	The Town of Cottesloe Western Australia
R. J. Stewart Chief Executive Officer	Town of Claremont Western Australia
N. J. Semmens Chief Executive Officer	Crime Stoppers Western Australia Ltd
B. J. Golding Chief Executive Officer	Shire of Dandaragan Western Australia
P. D. Andrew Chief Executive Officer	Shire of Derby Western Australia
John Attwood Chief Executive Officer	The Shire of Donnybrook Balingup Western Australia
Mark Holt Chief Executive Officer	Shire of Dowerin Western Australia
P. A. Anning Chief Executive Officer	Shire of East Pilbara Western Australia
N. P. Bennett Executive Manager Community Services	City of Geraldton Western Australia
D. T. Burt Deputy Chief Executive Officer	Shire of Gingin Western Australia
Arthur Kyron Director Community Services	City of Gosnells Western Australia
Keith Leece Chief Executive Officer	Shire of Harvey Western Australia
P. A. Rob Chief Executive Officer	City of Kalgoorlie-Boulder Western Australia

Select Committee on Crime Prevention

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M. N. Brown Chief Executive Officer	Shire of Jerramungup Western Australia
Belinda Crook Residents' Services Officer (General)	Shire of Kalamunda Western Australia
J. E. Perrett Deputy Chief Executive Officer	Shire of Kojonup Western Australia
P. A. Kasprzak Private Citizen	BAYSWATER WA 6053
J. K. McEncroe Chief Executive Officer	Shire of Lake Grace Western Australia
Bob Jarvis Manager Community Services	Shire of Manjimup Western Australia
Michael Duckett Acting Executive Manager Corporate Services	City of Melville Western Australia
The Hon. R. K. Parker, MLA Minister for Family & Children's Services; Seniors; Women's Interests	WA Government Minister
Tracey Pickering Youth Development Officer Box 166	Shire of Mullewa Western Australia
Matthew Sanderson Crime Prevention Officer	Corporation of the City of Adelaide
K. J. Coventry City Manager	The Rural City of Murray Bridge South Australia
John Riggs General Manager	Adelaide Hills Services South Australia
The Hon. K Trevor Griffin, LL.M, MLC Attorney-General	SA Minister for Justice; Minister for Consumer Affairs
W. Hoskins	The Berri Barmera Council South Australia
Margaret Cuthbertson Senior Community Services Officer	City of Burnside South Australia
Sue Carter Acting Senior Manager Economic and Community Services	The Corporation of the Town of Gawler South Australia
S. D. Kenyi Acting Deputy District Clerk	District Council of Lacedpede South Australia

Select Committee on Crime Prevention

Name & Title	Affiliation
Peter Aird District Clerk	District Council of Lower Eyre Peninsula South Australia
Warren Reimann Chief Executive Officer	District Council of Lucindale South Australia
Colin Dunlop Chief Executive Officer	District Council of Mallala South Australia
John Tomaino Crime Prevention Coordinator	City of Marion South Australia
Daryl Smith Manager Human & Community Services	District Council of Naracoorte South Australia
M. A. Hyde Commissioner of Police	South Australia Police Force
Gill Cibich Port Lincoln Crime Prevention Coordinator	The City of Port Lincoln Crime Prevention Program South Australia
I. Burfitt District Manager	District Council of Renmark Paringa South Australia
Nichola Kapitza Crime Prevention Officer	City of Salisbury South Australia
Daniel Elkins Crime Prevention Coordinatory	City of Tea Tree Gully South Australia
Michael Lange Manager - Works	The Barossa Council South Australia
Ron Green City Manager	City of Unley South Australia
Mark Oliphant Community Services Officer	District Council of Victor Harbor South Australia
Mark Carn Manager - Community & Economic Development	Wattle Range Council South Australia
Graham Copley Manager, Corporate Services	City of West Torrens South Australia
The Hon. Ray Groom, MHA Attorney-General; Minister for Justice	Tasmanian Attorney General
J. A. Brown General Manager	Break O'Day Council Tasmania

Select Committee on Crime Prevention

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The Hon. Eric Poole, MLA Minister for Resource Development; Minister for Correctional Services; Minister for Essential Services	NT Government Minister
Toni Vine Bromley Community Services Development Officer	Darwin City Council
Denise Swift Assistant Secretary Family Services Branch	Commonwealth Department of Health & Family Services Canberra, ACT
Dr Ian Crundall Director	Territory Health Services Northern Territory
Liz Furler First Assistant Secretary Public Health Division	Commonwealth Department of Health & Family Services Canberra ACT
R. A. McClean General Manager	Kingborough Council Offices Tasmania
Lindsay Harwood Administration Manager	Northern Midlands Council Tasmania
The Hon. Mike Reed Deputy Chief Minister; Minister for Police;	NT Government Minister
The Hon. John Beswick Minister for Police and Public Safety	Tasmanian Government Minister
E. R. Schoppe Acting Chief Executive Officer	The Tennant Creek Town Council
P. A. Akers Chief Executive Officer	Bayside City Council Victoria
Rob McDonald Executive Officer	Drugs and Crime Prevention Committee Victoria
Helen Martin Group Manager Planning & Community Services	East Gippsland Shire Council Victoria
Michael Craighead Administrative Services Coordinator	Frankston City Council Victoria
Trevor Hornby Executive Manager Corporate & Community Services	Glenelg Shire Victoria

Select Committee on Crime Prevention

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Hadley Sides Chief Executive Officer	City of Greater Bendigo Victoria
Penny Holloway Chief Executive Officer	La Trobe Shire Victoria
Murray Dawson-Smith Project Coordinator	Maribyrnong City Council Victoria
The Hon. Bill McGrath, MLA Minister for Police & Emergency Services	Victorian Government Minister
Ivan Gilbert Chief Executive Officer	Mount Alexander Shire Council Victoria
G. D. Price Manager Administration	Moyne Shire Council Victoria
Peter Elliott Corporate Services Manager	Northern Grampians Shire Council Victoria
T. T. Gillett Acting Assistant Commissioner (General Policing)	Victorian Police Force
G. N. Mostyn Chief Executive Officer	Southern Grampians Shire Council Victoria
Jo Mace Community Services Administration Officer	Shire of Strathbogie Victoria
Antoinette Mitchell Community Services Planner	South Gippsland Shire Council Victoria
Paul Squires Acting General Manager Citizen Services	Rural City of Wangaratta Victoria
Geoff Pascoe General Manager Human Services	City of Whitehorse Victoria
Michelle Plane Director, Community Services	City of Whittlesea Victoria
Kevin O'Brien	Warrnambool City Council Victoria
Pamela Harris Research Analyst Corporate Strategy Unit	Shire of Yarra Ranges Victoria
L. R. Carrett Chief Executive Officer	Bowen Shire Council Queensland

Select Committee on Crime Prevention

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B. C. McKee Chief Executive Officer	Shire of Bungil Queensland
Peter Byrne Chief Executive Officer	Bundaberg City Council Queensland
I. A. Reid Youth Development Officer	Council of the Shire of Cardwell Queensland
Ed Hoffmann Chief Executive	Chinchilla Shire Council Queensland
N. A. Garsden Chief Executive Officer	Clifton Shire Council Queensland
D. L. Stower Chief Executive Officer	Duaranga Shire Council Queensland
Danny Mullins Chief Executive Officer	Council of the Shire of Esk Queensland
F. M. A. de Waard Chief Executive Officer	Etheridge Shire Council Queensland
A. C. Male Director-General	Department of Families, Youth & Community Care Brisbane
Lester Schumacher Chief Executive Officer/ General Manager	Gatton Shire Council Queensland
The Hon. Mike Horan, MLA Minister for Health	Queensland Government Minister
Gary Rinehart Chief Executive Officer	Isis Shire Council Queensland
K. J. Martin Director-General	Department of Justice, Brisbane
G. R. Kellar Chief Executive Officer	Logan City Council Queensland
T. P. Crompton Chief Executive Officer	Mackay City Council Queensland
S. C. Beresford Chief Executive Officer	Paroo Shire Council Queensland

Select Committee on Crime Prevention

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J. P. O'Sullivan Commissioner of Police	Queensland Police Service
John Brady Chief Executive Officer	Redcliffe City Council Queensland
Bill Reuter Community Development Officer	Redland Shire Council Queensland
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Nick Nash City Safe Officer	Townsville City Council Queensland
N. S. Thompson Acting Chief Executive Officer	Waggamba Shire Council Queensland
D. R. Dickson Chief Executive Officer	Whitsunday Shire Council Queensland
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R. W. Stockham Manager Environmental Health	Ashfield Municipal Council New South Wales
Mark Fitzgibbon General Manager	Bankstown City Council New South Wales
C. Pitkin General Manager	Bathurst City Council New South Wales
Mark Sullivan Manager - Community Services	Baulkham Hills Shire Council New South Wales
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Terry McCormack General Manager	Blacktown City Council New South Wales

Select Committee on Crime Prevention

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Jim Montague General Manager	Canterbury City Council New South Wales
Roger Wilkins Director-General	The Cabinet Office SYDNEY, NSW
I. S. Porter General Manager	Campbelltown City Council New South Wales
G. L. P. Fleming General Manager	Cabonne Council New South Wales
R. V. Schipp General Manager	The Council of Casino New South Wales
J. Stapleton Acting General Manager	Cessnock City Council New South Wales
D. H. Ramsland General Manager	The Council of the Shire of Cobar New South Wales
N. Armstrong General Manager	Cowra Shire Council New South Wales
S. D. Johnston General Manager	Crookwell Shire Council New South Wales
Andrew Crakanthorp General Manager	The Council of the Shire of Culcairn New South Wales
Paul Singer Group Manager Community & Customer Services	Drummoyne Council New South Wales
G. J. Haley General Manager	Forbes Shire Council New South Wales
Stuart McPherson General Manager	Council of the City of Greater Lithgow New South Wales
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Garry McCully General Manager	Hawkesbury City Council New South Wales

Select Committee on Crime Prevention

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Peter Watling Executive Manager Environmental Services	Kyogle Council New South Wales
Michael Cain Manager Policy, Research & Planning Unit	Department of Juvenile Justice New South Wales
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Robert Gray General Manager	Lake Macquarie City Council New South Wales
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Bruce Fitzpatrick General Manager	The Oberon Council New South Wales
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Select Committee on Crime Prevention

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Rod Oxley General Manager	Wollongong City Council New South Wales
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S. C. McGrath	Young Shire Council New South Wales
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Bob Bloffwitch, MLA	Member for Geraldton WA Parliament
The Hon. Simon O'Brien, MLC	Member for South Metropolitan WA Parliament
Fred Riebling, JP, MLA	Member for Burrup WA Parliament

Select Committee on Crime Prevention

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Joel Levin Executive Officer	Youth Focus Western Australia
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Peter Ramshaw Secretary	Northern Suburbs Youth Development Assoc Inc Western Australia
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Roy Caldwell Chairman	Crime Stoppers WA Ltd Western Australia
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Raymond Lewis	HAZELMERE WA 6055
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Select Committee on Crime Prevention

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R. Alexander	HALLS HEAD WA 6210
Graham McPherson	MANDURAH WA 6210
Don Edwards	NORTH BEACH WA 6020
William Buckley	FURNISDALE WA 6210
Lois Best	GERALDTON WA 6530
M. H. Dale	ALBANY WA 6330
M. Ward	Men's Confraternity Incorporated Western Australia
John Barich State President	The Australian Family Association Western Australia
Catherine Kenny	WANNEROO WA 6065
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Maria Lund	RIVERVALE WA 6103
Frank Hawkins	GOSNELLS WA 6110
Ian Hill Chief Executive Officer	WA Department of Training
The Bissett Family	WOODVALE WA 6026

Select Committee on Crime Prevention

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Michael Meegan	Legal Aid Western Australia
Helen Maher	WANNEROO WA 6065
Jennifer Bull	DARLINGTON WA 6070
Leon Hood	WANNEROO WA 6065
Lynn Ellison	KINGSLEY WA 6026
E. V. Lowe	BUSSELTON WA 6280
Sister Bernardine Daly	LEEDERVILLE WA 6007
T. W. Riley	BUNBURY WA 6230
Alfred Morley	THORNIE WA 6108
Wendy Anderson	KOJONUP WA 6395
Steve Howlett	MIDLAND WA 6056
John Wood Executive Director	Psychology of Mind Resource Centre Western Australia
Mr and Mrs Graham	STONEVILLE WA 6081
Mr Allan Halden	ARMADALE WA 6112
Keith Wilson President	The Learning and Attentional Disorders Society of WA Inc

APPENDIX FOUR

PRINCIPLES GOVERNING GRANT OR REFUSAL OF BAIL

Bail before conviction to be at discretion of bail authority, except for a child.

1. Subject to clause 3A, the grant or refusal of bail to a defendant, other than a child, who is in custody awaiting an appearance in court before conviction for an offence shall be at the discretion of the judicial officer or authorized officer in whom jurisdiction is vested, and that discretion shall be exercised having regard to the following questions as well as to any others which he considers relevant—

- (a) whether, if the defendant is not kept in custody, he may—
 - (i) fail to appear in court in accordance with his bail undertaking;
 - (ii) commit an offence;
 - (iii) endanger the safety, welfare, or property of any person;
 - (iv) interfere with witnesses or otherwise obstruct the course of justice, whether in relation to himself or any other person;
- (b) whether the defendant needs to be held in custody for his own protection;
- (c) whether the prosecutor has put forward grounds for opposing the grant of bail;
- (d) whether, as regards the period when the defendant is on trial, there are grounds for believing that, if he is not kept in custody, the proper conduct of the trial may be prejudiced;
- (e) whether there is any condition which could reasonably be imposed under Part D of this Schedule which would—
 - (i) sufficiently remove the possibility referred to in paragraphs (a) and (d);
 - (ii) obviate the need referred to in paragraph (b); or
 - (iii) remove the grounds for opposition referred to in paragraph (c);
- (f) where the defendant is charged with an offence that is alleged to have been committed in respect of a child, whether a condition should be imposed under Part D requiring the defendant to reside at a place other than the place where the child resides.

APPENDIX FIVE

LEGISLATIVE COUNCIL STANDING COMMITTEE ON ESTIMATES AND FINANCIAL OPERATIONS

Under the Committee's terms of reference it is required, inter alia, to consider and report on any matter relating to the financial administration of the State. The Standing Committee began an inquiry in February 1998 into the financial administration of the Ministry of Justice following the resignation of the Director General, Mr Gary Byron. Following evidence which came to light during this inquiry the Committee expanded its inquiry to include "such issues as the allocation and expenditure of financial resources in relation to prison overcrowding, deaths in custody, recidivism rates, prison management, availability of medical facilities within prisons, training of prison officers and staff, rehabilitation services and drug dependent prisoners"⁶⁶.

The Standing Committee's specific terms of reference "are to conduct an inquiry into the allocation and expenditure of financial resources within the Western Australian prison system in relation to -

- (i) alternative sanctions to prison sentences;
- (ii) the role of an external auditor and/or independent inspectorate;
- (iii) strategies aimed at reducing the recidivism rates of prisoners; and
- (iv) strategies to deal with drug dependent prisoners.

The Standing Committee's Report No. 25 also noted concerns about the prison system raised by the Ombudsman in his 1998 Annual Report and noted -

The Committee agrees that these are important issues to be addressed and has resolved to embark on an extensive inquiry into the allocation of expenditure in the existing prisons system and an examination of programs and alternative policies which are directed at alleviating the above concerns.

Given the extensive nature of the inquiry proposed by the Standing Committee the Select Committee on Crime Prevention determined that both Committees would be working on substantially similar areas of research and presented a motion to the Legislative Assembly on 3 December 1998 to ensure information and resources could be shared between the Committees and cost and duplication would be minimised. The motion read -

that the Select Committee on Crime Prevention have power to confer with the Legislative Council Standing Committee on Estimates and Financial Operations regarding the alternatives to prison as a means of punishment and that the resolution be transmitted to the Legislative Council and its concurrence desired therein.

The Legislative Council agreed to this motion and a message was sent back to the Legislative Assembly on 4 May 1999.

⁶⁶ Report 25 Standing Committee on Estimates and Financial Operations, November (1998).

The Select Committee has not been able to obtain any information from the Standing Committee, but understands the Standing Committee is working towards a report on the issue in the near future. The Select Committee agreed to leave substantial comment on the issue prisons and detention and their impact on recidivism and rehabilitation of prisoners to the Standing Committee. The Select Committee forwarded to the Standing Committee submissions received in the course of its enquiries which were in part or in whole concerned with matters of sentencing, prisons and adult rehabilitation. In order to reduce the time required in which to report its findings and to minimise the costs associated with the dual treatment of these issues the Select Committee commend interested persons to the Standing Committee's report due to be presented in the second half of this year.

APPENDIX SIX

THE COMMITTEE'S ACTIVITIES

1.1 Establishment and Terms of Reference

On 15 October 1997 the Hon. R.K. Nicholls moved a motion to appoint a Select Committee as follows -

- (1) That this House appoints a Select Committee to inquire into and report on programs, practices and community action which have proven effective in -
 - (a) reducing or preventing crime and anti-social behaviour at the community level;
 - (b) addressing community and social factors which contribute to crime and anti-social behaviour in the community; and
 - (c) addressing community and anti-social behaviour after it has occurred.
- (2) That the Committee also report on methods by which such information may best be accessed by the community.
- (3) That the Committee have the power to send for persons and papers, to sit on days over which the House stands adjourned, to move from place to place, to report from time to time, and to confer with any committee of the Legislative Assembly as it thinks appropriate.
- (4) That the Committee finally report on 30 November 1998.

The reporting date was subsequently extended to 30 September 1999.

1.2 Membership

The following members were appointed to serve on the Select Committee -

the Member for Mandurah (Hon. R.K. Nicholls);
the Member for Belmont (Mr E.S. Ripper);
the Member for Midland (Mrs M.H. Roberts);
the Member for Swan Hills (Mrs J.D. van de Klashorst); and
the Member for Mitchell (Mr D.F. Barron-Sullivan).

On 13 August 1998 and 12 August 1999 the Select Committee on Crime Prevention was reconstituted, following the prorogation of Parliament.

The Hon. R. K. Nicholls was appointed Chairman of the Committee at the first meeting held on 16 October 1997.

1.3 Meetings

The Committee met on 44 occasions, including 16 days on which formal evidence was taken and visits made.

Making Western Australia Safer - Have Your Say!

The Committee resolved early in its investigations that a study of the issues that may be contributing to crime was a necessary task in order to deal with Terms of Reference 1 (a) and (b). To this end the Committee released a discussion paper entitled *Making Western Australia Safer - Have Your Say!* in November 1997. The Paper was designed to stimulate public discussion of crime prevention and to encourage comments and suggestions on how to prevent offending at the local community level.

The Discussion Paper presented research from throughout the world which identified several risk factors that might increase the potential for an individual to offend. The paper also presented statistics on selected crimes in Western Australia. The Committee revealed the limitations on the amount of information available to the public concerning crime statistics and also the problems arising from low clearance rates for many crimes. As many crimes are not cleared it is difficult to establish a comprehensive profile of offenders for some crimes.

1.7 Public Forums

The Committee held seven public forums following the release of the Discussion Paper *Making Western Australia Safer - Have Your Say*. The forums were designed to allow members of the public to have their say on crime and crime prevention. Forums were held at -

Mandurah	Wednesday, 3 February 1999;
Bunbury	Wednesday, 10 February 1999;
Joondalup	Monday, 22 February 1999;
Midland	Tuesday, 23 February 1999;
Thornlie	Wednesday, 24 February 1999;
Kalgoorlie	Thursday, 25 February 1999; and
Carnarvon	Friday, 26 February 1999.

The forums were generally well attended and the comments made had a significant effect on the Committee's deliberations. There was some confusion concerning the origins of the Committee and the title of its discussion paper which bore a close resemblance to the government sponsored SaferWA initiative. Key concerns raised at the public forums included -

- tougher prison sentences;
- parental rights to discipline children;
- the introduction of corporal punishment;
- the role of Family and Children's Services in the removal of children from parents;
- the importance of education including skills and courses for those children not interested in university educations;

- truth in sentencing provisions;
- the availability and costs of structured sporting activities;
- the incidence of anti-social activities particularly by juveniles;
- the importance of proper parenting skills including suggestions for mandatory parenting classes and pre-marital counselling;
- the provision of healthy meals for at risk juveniles;
- truancy and suspension of students;
- the high incidence of sexual abuse among childhood experiences of offenders;
- the use of an aboriginal justice system to treat aboriginal offenders;
- the conditions of juvenile and adult detention centres;
- lack of employment opportunities for young people;
- education for children on how to behave in the community;
- absence of police patrols on neighbourhood streets;
- over concentration by the Police Service on traffic offences; and
- the failure of parents to properly raise their children placing an unnecessary burden on the community

The forums attracted a range of people working in the field of crime prevention at a community level. Their concerns included a lack of appropriate and consistent funding. Most comments reflected a need for three to five year funding agreements with definite short, medium and long term goals and outcomes to be set.

1.8 Submissions

The Committee received numerous written submissions from persons and organisations. Submissions reflected the issues raised in the public forums, but also included several descriptions of existing and planned crime prevention programs. The Committee elected to refer some submissions to other parliamentary and government inquiries examining various aspects of the justice system to ensure the view of the community was given appropriate attention. A complete list of those people making submissions to the Committee is contained in Appendix Three.

1.9 Witnesses

The Committee conducted oral evidence hearings during the course of its inquiry. It heard evidence from key participants in crime prevention in Western Australia. A list of witnesses appears in Appendix Two.

The Committee wishes to thank the many individuals and organisations who contributed their time, knowledge and assistance to its inquiry.

APPENDIX SEVEN

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