

LEGISLATIVE ASSEMBLY



WESTERN AUSTRALIA

SELECT COMMITTEE ON CRIME PREVENTION

FIRST REPORT

JUNE 1999

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SELECT COMMITTEE ON CRIME PREVENTION

FIRST REPORT

Presented by:

Hon. R K Nicholls, MLA

Laid on the Table of the Legislative Assembly
on 17 June 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.

Committee Members

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
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Every society reproduces itself. What our young people are today has a very strong direct connection with what we have been or what we have shown them. I did not come here tonight to play politics. I think we need to be very firm to ourselves. We are looking to the politicians, and to the police and I think with a misplaced emphasis. We have the politicians we deserve and we have the police officers we deserve — they are part of us. Let us look at ourselves as a society. Do we have a sense of community? Do we make the young people believe they have a stake in society and not do anything to break that stake, to destroy that stake in society? Do we do that? I think we need to look at ourselves again and what we have done as a society and what way we are going.”

Dr Paul Omaji speaking at the Committee's Joondalup Public Forum
22 January 1999

CHAIRMAN'S FOREWORD

Eighteen months ago the Committee took on the task of researching and assessing crime prevention services and programs in Western Australia and elsewhere. Crime and its resulting consequences have been a source of widespread community discontent for a number of years. Quick-fix solutions fill the tabloids and air waves, however, most of the input is based on reactive emotion rather than informed debate about true prevention. This is primarily due to the lack of high quality information available to the general community.

The intent of the Committee was to identify all crime prevention programs operating in Western Australia and elsewhere in other States, to assess their effectiveness across different demographic groups and their potential for wider application. However, the resources that were available to the Committee did not allow the huge task of identification and assessment of crime prevention programs in detail to be undertaken, as had been intended.

Efforts to identify crime prevention programs through State government agencies and local government highlighted the lack of any centralised data collation of crime prevention programs. The absence of evaluation processes meant that most programs that were identified could not be assessed with any confidence and the general reluctance of some agencies to recognise the importance of their core responsibilities in crime prevention is cause for concern.

However, there is no doubting the commitment of Government and the many hundreds of community organisations seeking to address the problems created by crime. The Committee has sought to apply constructive criticism where it is felt changes could result in better use of resources or provide the community with better results. It is important to stress that time and space did not allow the Committee to critique every initiative or process.

I pay tribute to all members of the Committee for their willingness to put political allegiances aside and work together over this substantial period. It would have been easy to allow party politics to cloud our judgement or to cause friction on some contentious issues. I also thank Tamara Fischer and Nici Burgess as Clerks to the Committee for their support and professionalism.

I wish to thank our research officer Robert Kennedy for his efforts. Without his hard work and dedication we would not have been able to complete this important work and I wish him well for the future. There were a number of other people who contributed significantly to the outcome of this report to whom I extend my sincere thanks.

In conclusion, I urge everyone to weigh up the contents of this report and use it to move forward. Unless we can stem the flow of new criminals we will never have enough prisons, enough police or enough resources to ensure safety for the general community. Crime prevention is not solely a police issue, it is not even solely a government issue; it is a commonsense approach to most of the social issues that confront each of us every day at home and in our community. By learning from each project or program we can move forward with confidence and knowledge.

HON. ROGER NICHOLLS, MLA, JP

1.0 INTRODUCTION

Crime, community safety and crime prevention have become issues of great importance to the community in recent years, resulting in government action at all levels. Traditionally, around the world governments have attempted to reduce and control crime in two ways -

- through the use of police officers to deter, detect and prosecute crime; and
- the use of prison sentences to both retain convicted offenders and deter potential offenders.

In recent years there has been a shift in the focus of crime fighting to a mix of traditional methods and an increased focus on preventing offending and anti-social behaviour. Governments and communities have developed, and are developing, new strategies and programs which seek to prevent individuals from becoming offenders as opposed to waiting to apprehend and punish offenders.

A similar concept of prevention is used in the health system and provides a good example. While much of the health system is available once a person becomes sick and requires treatment, there is an increasing effort to prevent people from becoming ill in the first place. Improved nutritional advice and public education about the dangers of accidents in the home are two examples of prevention in the health system.

Similarly, much of the criminal justice system such as the police, criminal courts and prisons are dedicated towards dealing with an offence, and an offender, once they have committed a crime and once a victim has become involved. There are, however, increasing efforts to prevent crime from being committed in the first place and to prevent people becoming offenders.

The Committee believes that the total reliance on traditional methods of preventing crime is not the most effective way to reduce offending behaviour. A mix of responses has the best chance of reducing crime in the future.

This first Report of the Committee reviews the state of crime prevention in Western Australia. It also examines the methods of preventing the development of offending behaviour as a means of preventing crime. This Report describes programs, practices and community action that have proven effective in reducing and preventing offending behaviour from beginning. In part, it is a review of what is being done to help people make a choice between offending and not offending. It is also a review of what the Committee has learned about the effectiveness of what is occurring and the implications for crime prevention in Western Australia.

1.1 Report Structure

The structure of this Report follows two parts. The first part contains an overall review of crime prevention efforts in Western Australia. The review is followed by an examination of similar efforts throughout Australia. The issues arising are discussed in a summary section on crime prevention strategies. The Committee felt it was important to discuss the foundations for crime prevention in Western Australia before progressing to an examination of the efforts being

undertaken in Western Australia and internationally, to prevent offending and anti-social behaviour from developing. Several issues concerning the identification of proven programs, practices and community action were also raised. These are outlined briefly before they are dealt with in the summary section of Part One.

In recent years extensive efforts have been undertaken to address the factors contributing to crime and anti-social behaviour. There are now many programs operating in Western Australia which impact on the risk factors that can contribute to the development of offending behaviour. The Committee believes it is possible to expand the range of services and programs operating in Western Australia.

The Committee found it difficult to conclusively report on the success of many of these programs due to the lack of evaluation and information. Many programs have not been operating for a sufficient time to permit results to be judged. Others lacked any proven evidence of success.

A lack of effective and independent proof of success remained the greatest problem in identifying proven programs, practices and community action. This was largely due to an absence of rigorous and independent evaluation. The Committee's findings reflect international research which found few programs had proven their effectiveness under strict scientific means¹. In a majority of instances the Committee was unable to comprehensively determine whether a program was successful or not. Many programs appeared promising, but the Committee could not identify any evidence of proper evaluation particularly using scientifically recognised standards and methodologies.

In Part Two of the Report the Committee can only identify limited examples of proven programs that will reduce crime. The Committee has wherever possible described programs which have been accepted as having proven their effectiveness. In addition, the Committee has described crime prevention programs identified in Western Australia which appear promising in their application.

The Committee understands many programs are run by volunteers who do not have the time to conduct evaluations. In addition many programs do not receive funds to conduct evaluations and program staff receive no training in evaluation procedures. These issues are addressed in section 4.4 of the Report.

The Committee found it difficult to compile a comprehensive profile of crime prevention activities within Australia and internationally due to the size and number of programs and practices and the diversity of community action. There are literally thousands of programs throughout the world and although many are based on similar concepts, it was necessary to examine as many as possible to determine particular factors which might be contributing to their success or failure. The limited resources available made it difficult to complete this task to the satisfaction of the Committee.

In addition, there was no central coordinating authority in Western Australia which might be responsible for keeping evidence of best practice examples. This made the Committee's task more difficult.

¹ See for example Sherman (1997); Goldblatt and Lewis (1998); Lurigio and Rosenbaum (1986)

The Committee received a poor response to requests for information, particularly from local governments around Australia. This may in part be due to a perception by some local government authorities that crime prevention is not directly related to their core activities. The same problem was encountered with some government agencies who considered their core business to be beyond the scope of the Committee's investigations. The Committee believed some agencies had policies and programs which impacted on the development of offending behaviour, but the agencies did not identify them or admit that their policies and programs could contribute to the prevention of offending and anti-social behaviour.

The factors discussed in Part Two provide an indication as to where resources might be directed in order to begin to reduce rates of offending in the community.

1.2 Prisons and Punishment - What about stopping offending after it has started?

The Committee received many submissions concerning the use of prison sentences and other forms of punishment as a means of preventing crime. Recognising the community's concern with these issues the Committee is currently researching Part (c) of Term of Reference (1). The Legislative Council Standing Committee on Estimates and Financial Operations is also examining aspects of this issue. The role of prisons, alternatives to prison and other forms of punishment in preventing re-offending, will be addressed in the Committee's Second Report to Parliament. The Committee considered the important nature of this issue deserved separate treatment to the matters raised in this Report.

PART ONE

2.0 CRIME PREVENTION STRATEGIES - WESTERN AUSTRALIA

2.1 Crime Prevention in Western Australia

The State Crime Prevention Strategy

Following the agreement of all policing jurisdictions throughout Australia and New Zealand to implement an Australasian Policing Strategy in 1993, the Western Australian State Government launched the State Crime Prevention Strategy in August 1996. The Strategy was aimed at enhancing community safety, reducing fear of crime and improving the quality of life for all Western Australians². The desired outcomes from the strategy were -

- cooperation and coordination of the crime prevention efforts of government and the community;
- ongoing government support, leadership and financial commitment;
- a structure that allows for both local initiatives and a state-wide approach; and
- development of working partnerships with the corporate sector.

The Strategy was based on the philosophy that “crime prevention is everybody’s business” and involved local communities identifying their key crime concerns and designing their own local solutions. In evidence to the Committee the Police Community Services Command described the Strategy as -

a holistic approach to crime prevention ... bringing government agencies, community organisations and non-government agencies together to develop initiatives which focus on a social approach to crime prevention by tackling the causative effects of crime.³

The Strategy emphasised that the most successful crime prevention programs have a strong focus on local community based and community driven committees that use existing local management infrastructures to coordinate planning and implement prevention. Existing community policing committees were redesignated community policing and crime prevention committees (CPCPC). Twenty-two of these committees were established according to police jurisdictional boundaries at the time. Each district committee comprised government, business and community members from the surrounding areas. The structure of the State Crime Prevention Strategy is set out in Figure 1.

Funding for crime prevention programs was set at \$500 000 for the first four years of the Strategy. These funds were distributed via the Community Policing and Crime Prevention Council of Western Australia which consisted of representatives of the 22 district committees. Financial support was also sourced from private sources and corporate sponsorship.

² Evidence a/Assistant Commissioner Lienert, WAPS

³ Evidence Superintendent Max Jones, WAPS

The Strategy was overseen by a State Crime Prevention Advisory Committee comprising representatives of State Government agencies, local government, business and community policing and crime prevention committees throughout the State. This body provided policy coordination for the Strategy.

Originally a total of 37 projects received funding and presently there are over 120 projects that have been completed or are still operating. Over \$1.5 million dollars has been allocated over three years. All projects are subject to evaluation although the standard of evaluation has varied considerably. Almost no programs have been independently evaluated and many have concentrated on process evaluations. From the information provided to the Committee it would appear few meet accepted independent scientific and rigorous standards.

Justice Coordinating Council

A further component of the crime prevention strategy in Western Australia is the Justice Coordinating Council. The Council works within the State Crime Prevention Strategy. The Justice Coordinating Council (JCC) is designed to achieve improved coordination across government in matters relating to justice and crime prevention. The Council is chaired by the Attorney General and includes the Ministers and Chief Executive Officers for Police, Aboriginal Affairs, Education, Health, Family and Children's Services, Employment and Training, Homeswest Youth, Justice, Legal Aid and Public Prosecutions. The JCC is supported by a senior officers' group drawn from all participating agencies. The senior officers' group is designed to provide advice and implement the decisions of the Council.

SaferWA

In August 1998 the Government responded to growing community concerns over crime in Western Australia and created a Cabinet Standing Committee on Law and Order. The Committee comprises the lead Ministers with input into crime and crime prevention. The details are set out in Figure 2.

At the same time the Government indicated a shift in the direction of crime prevention involving a more serious commitment to community based prevention. The shift in focus was given expression through the SaferWA initiative. It is not clear whether the SaferWA initiative has now become the chief crime prevention strategy for the whole State as the previous State Crime Prevention Strategy still exists.

Figure 1:

Crime Prevention Organisations Prior to SAFERWA

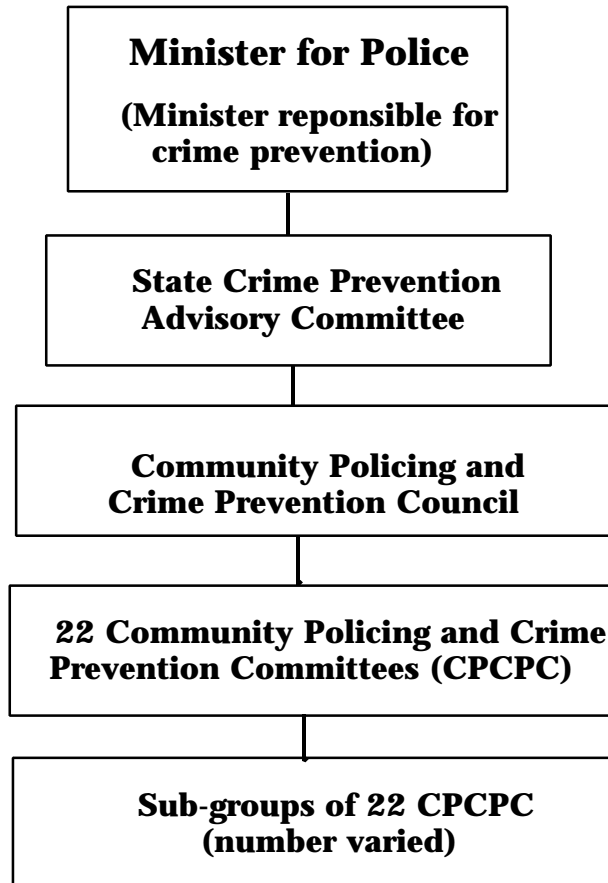
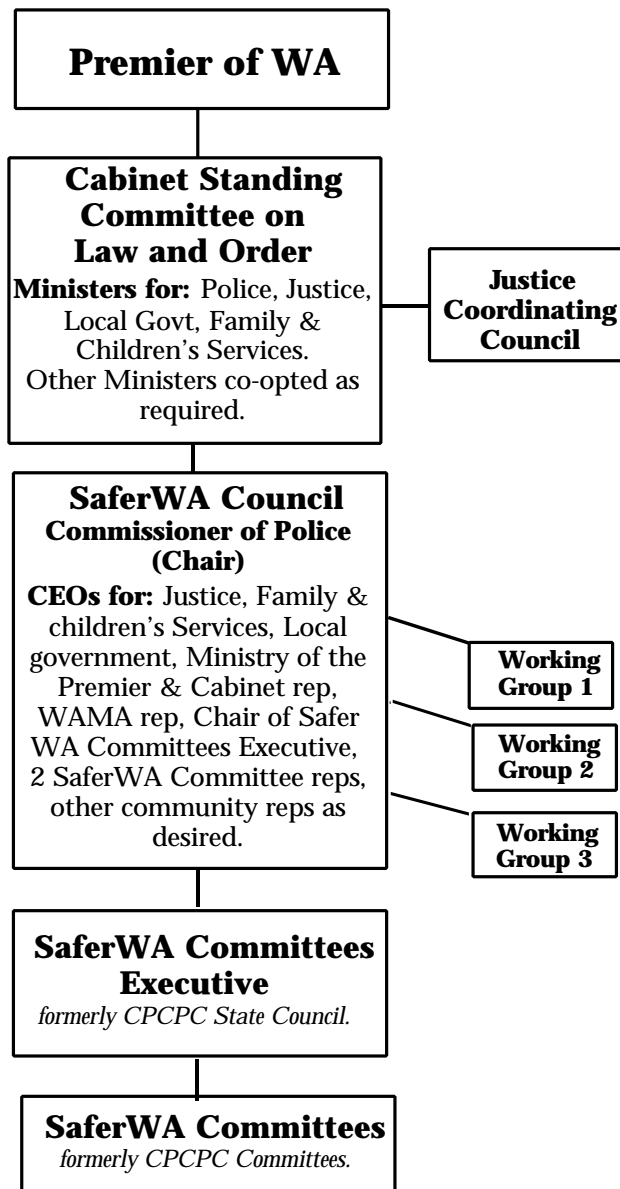


Figure 2:

SAFERWA STRUCTURE



The SaferWA initiative bears a striking resemblance to the previous structure operating under the State Crime Prevention Strategy. A SaferWA Council was established to oversee the operation of community committees. The Council is chaired by the Commissioner of Police and includes a variety of other members detailed in Figure 2.

Community level participation occurs through SaferWA Committees. The 22 CPCPC have changed their names to SaferWA Committees and the former CPCPC State Council has become the SaferWA Committees Executive. In most cases the membership of previous and new organisations has not changed substantially. The 22 Safer WA Committees were modelled on the same jurisdictional basis as the CPCPC, that is, on the existing police district boundaries. In some areas sub-groups have formed in towns and suburbs. These groups can act autonomously from their district committee, but coordination and cooperation are encouraged.

An executive comprising representatives from all SaferWA Committees sits below the SaferWA Council. Administration of funding, available under the State Crime Prevention Strategy but reserved for SaferWA Committees, remains with the Police Service and is coordinated through the Community Services Command.

SaferWA also created a \$500 000 fund for community-based crime prevention projects. This money is allocated to the budget of the Ministry of the Premier and Cabinet although the Committee understands administration of the funds will be vested in the Ministry of Justice. Individual grants are proposed to be a minimum of \$10 000 and must be in accordance with the local community's priority needs and on the capacity of the organisation to carry out the program effectively. The funds are designed to be used for ongoing programs not pilot programs or one off events⁴.

Two issues separate the SaferWA initiative from the previous CPCPC initiative. The first, is the growth in local government involvement in crime prevention in Western Australia. The launch of the SaferWA initiative coincided with the signing of a partnership agreement between the Premier of Western Australia and the Western Australian Municipal Association. The agreement signalled the serious commitment of local government authorities to issues of community safety and security.

The details of the partnership agreement included -

- recognition that the maintenance of community law and order is both a State Government and local government responsibility;
- aim to increase local government representation and involvement in the State Government's efforts at crime prevention at the community level;
- aim to facilitate a statewide audit of crime at the community level;
- promotion of the development of crime strategies that are appropriate for individual communities - local solutions for local problems; and

⁴ All details concerning the SaferWA grants program are proposed as draft arrangements and have not yet been formalised.

- facilitate closer working relationships between the State Government and local government to achieve safer communities in Western Australia.

The Government provided funding of \$4 million over three years to reinforce the initiative. As a first stage, individual grants of up to \$10 000 were offered to local government's to conduct community safety, crime and disorder audits to be undertaken by local government authorities.

The second issue concerns efforts to change the operation of crime prevention in Western Australia through the Safer WA Council and at a local committee level. At the Council level representatives from several government agencies have been incorporated into the decision making and coordination process. Previously, contributions from other government agencies were limited. While the design may resemble the previous framework it is believed multi-agency cooperation and involvement has increased.

The attempt to create a more comprehensive approach to crime prevention has also involved officers from Government agencies other than the Police Service, attending and contributing to SaferWA Committees at district levels.

It is perhaps too early to judge the success of this process, although it appears some issues may exist. At a Committee public forum one SaferWA Committee member indicated that one government agency had attended meetings only until they had succeeded in removing a particular issue from the agenda. After this had been achieved their attendance dropped off.⁵

Information and research on crime and crime prevention in Western Australia

Information on crime and crime prevention is limited in Western Australia. The Crime Research Centre at the University of Western Australia was created in 1988 to enhance this service. The Crime Research Centre is currently the major body providing information and research services on the criminal justice system in Western Australia.

The Crime Research Centre is an independent research centre. The Centre derives its funding from a variety of sources, although no recurrent State Government funds are provided directly, with the exception of specific research contracts undertaken for government agencies. The Centre received a once-off endowment from the State Government in 1988 and approximately one-quarter of its income is generated from interest derived from this endowment. It is staffed by approximately 14-15 staff.

A selection of the work produced by the Centre is attached in Appendix Three.

⁵ Evidence Joondalup public forum February 22 1999

In addition to the Crime Research Centre, the Police Service contains a collection of units and areas who contribute to the information sources available to those working in crime prevention including -

- crime prevention bureau;
- research and development unit, crime operations command;
- policy planning and evaluation portfolio;
- crime information unit, crime operation command; and
- District Information Support Cells (attached to every district police office).

These services are primarily designed to assist Police Service operations, but information can be made available to the community.

3.0 CRIME PREVENTION STRATEGIES - A NATIONAL OVERVIEW

3.1 The Commonwealth

The National Anti-Crime Strategy (NACS)

Launched by the Premiers and Chief Ministers from all Australian States and Territories in November 1994, the Strategy is designed to take advantage of cross-jurisdictional cooperation. The Strategy is coordinated by the Crime Prevention Unit of the South Australian Attorney General's office and chaired by the South Australian Attorney General. It comprises the Minister responsible for crime prevention in each jurisdiction (lead Minister). In most cases this is the Minister for Police or the Attorney General.

The Strategy aims to achieve, through the Lead Ministers, the identification of principles for crime prevention, development of strategic approaches, identification of best practice, exchange of information and operation of joint projects. On June 28 1995, the Lead Ministers endorsed a strategy paper concerning principles of community safety and crime prevention as well as a structure for cooperation between jurisdictions. Following the adoption of the paper and its principles the Commonwealth was invited to join the National Anti-Crime Strategy.

National Crime Prevention (NCP)

National Crime Prevention (NCP) was originally launched in 1996 under the title of the National Campaign against Violence and Crime (NCAVAC). The original funding agreement totalled \$13 million over three years. NCP is being implemented in conjunction with the National Anti-Crime Strategy. Ten pilot projects were launched in June 1997. The projects will develop, test and evaluate practical means of preventing and reducing crime. The ten pilot projects focus on -

- fear of crime;
- residential break and enter;
- prevention of violence and crime at public events;
- negotiating young people's use of public spaces;
- working with homeless youth to prevent crime and victimisation;
- prevention of domestic violence;
- early intervention and development approaches to crime prevention;
- training in crime prevention;
- best practice; and
- evaluating community based crime prevention.

In addition to the pilot programs, NCP will produce community education and public awareness programs. The initiative has presented several comprehensive reports on crime prevention matters and is providing a useful role in raising the levels of information about crime prevention.

At a national level information, research and advice on crime and crime prevention is provided by the Australian Institute of Criminology. As the peak criminological research body in Australia

the Institute also provides assistance to the states. The Australian Bureau of Crime Statistics also produces annual information concerning crime as well as an irregular series on perceptions of community safety.

3.2 South Australia

The South Australian Crime Prevention Strategy was launched in 1989 and was the first comprehensive crime prevention strategy in Australia. It was modelled partly on the French experience with the *Bonnemaison* program and comprised three parts. First, 16 regionally based committees were organised to develop two year comprehensive crime prevention plans. Secondly, a Coalition against Crime was established, chaired by the Premier. This body became the principal advisory group and was comprised of 40 representatives from residential, voluntary, government, church and trade unions areas. The Coalition then established five working parties on particular aspects of crime, such as drugs and crime and crime prevention through environmental design. The third part of the Strategy involved convincing other Government Ministers and their agencies to provide assistance and support. Each government agency was asked to identify how it could contribute to the overall strategy.

Crime prevention initiatives are now administered and developed through the Crime Prevention Unit in the Attorney General's Office which coordinates all crime prevention activities across government agencies. The South Australian Government allocated \$1.6 million per annum in 1997/98 for three years. The Strategy funds 16 local government organisations who develop crime prevention plans and initiatives for their local areas. Each local government authority employs a crime prevention officer, using the State Government funding, who works with local Crime Prevention Committees, comprising membership from the Police, local authority, government agencies, non-government sector and Neighbourhood Watch. Projects and programs designed by the Committees are funded for three years.

An initial evaluation of the South Australian Crime Prevention Strategy was undertaken. The Government has contested aspects of the Report and its findings⁶. A more recent evaluation found strong support for the strategy's problem solving approach⁷.

3.3 Victoria

The Victorian Government launched the VICSafe Community Safety and Crime Prevention Framework in 1997. At the centre of the Framework is the Community Safety and Crime Prevention Board which is directed to provide strategic Statewide leadership. The Board is chaired by a prominent community figure and comprises chief executive officers from government departments responsible for justice, the Premier and Cabinet, human services, education and police. In addition, there are two community members and a local government representative.

⁶ Sutton in Sutton and Adler (1997)

⁷ See Panton (1998)

The Framework involves community level committees based on the importance of local government as a lead contributor to community safety. The community-based committees have been established under the Safer Cities and Shires Program. Five million dollars in funding over three years was initially provided in 1997/98. The aim of the program is to encourage local government authorities to identify community safety problems in their areas and recommend solutions in the form of comprehensive local community safety plans. The Department of Justice is offering seed funding to enable the establishment of these projects.

The Victorian Government is also promoting a youth crime prevention strategy including the 'Start' program which involves small grants up to \$10 000 for recreational opportunities for youth.

Research and information services in Victoria are largely provided by the Department of Justice and the Victorian Police. In addition, there are a number of criminology departments at tertiary education institutions in Victoria who provide research services.

3.4 New South Wales

Council on Crime Prevention

A Council on Crime Prevention was created in October 1995 to coordinate crime prevention initiatives by the Government and the community. The Council is chaired by the Premier and comprises Ministers who collectively represent 12 portfolios considered to be of importance in crime prevention. It also has criminologists, the Director of the New South Wales (NSW) Bureau of Crime Statistics and Research, local government representatives, a prominent activist for victims of crime, a retired Children's Court Magistrate, the President of the Aboriginal Educational Consultative Group, a journalist and the community liaison manager for NRMA (a prominent New South Wales insurance company).

Crime Prevention Division

The Attorney General's Department, through the Crime Prevention Division, retains administration of crime prevention matters. The Crime Prevention Division was formed in May 1996 as part of the moves surrounding the Premier's formation of the Council on Crime Prevention. Previously, the Department had maintained a juvenile crime prevention division, but this was expanded to cover policy development for all crime prevention in New South Wales.

The Division provides education and training, information, funding, advice, coordination and membership of committees concerned with crime prevention.

The Crime Prevention Division have released a series of publications concerning community crime prevention, including possible projects and how to design, operate and evaluate them. In addition, the Division is available to provide advice and assistance to community organisations who are considering establishing a program.

Safer Community Compacts

In 1997, the New South Wales Parliament repealed the *Childrens' (Parental Responsibility) Act 1994* and replaced it with the *Childrens' (Protection and Parental Responsibility) Act 1997*. In addition to other goals, the new legislation aims to assist communities to work together to address local crime problems. The Act encouraged local crime prevention which aimed to -

work towards a safer environment by fostering community involvement in the development of local crime prevention plans prepared on the initiative of local government councils ...⁸

While the Act does not force local government authorities to create plans, it sets out guidelines for such plans and requires projects to meet the legislative guidelines before funding will be provided. The local crime prevention plans are endorsed by the Attorney General as Safer Community Compacts. The Attorney General can also provide financial assistance in the form of grants where necessary.

A Safer Communities Development Fund has been established to provide the necessary financial assistance to any local authority crime prevention plan that has received the endorsement of the Attorney General.

Juvenile Crime Prevention Strategy

Despite the replacement of a juvenile crime prevention division with the Crime Prevention Division, NSW retains a Juvenile Crime Prevention Strategic Plan. The Strategic Plan is designed to produce initiatives where the primary objective is to specifically prevent juvenile crime, as opposed to the array of government programs for young people which may have a crime preventative impact in areas such as education, health, employment, housing, sport and recreation and community services.

The Plan is supported by the Juvenile Crime Prevention Advisory Committee and the Juvenile Crime Prevention Grants Program. The Advisory Committee is a 12 person Committee formed to provide advice to the Attorney General. It comprises key government, community and private sector agencies. The Grants program allocated \$520 000 in 1995/96.

Information and research on crime and crime prevention in New South Wales

The Committee reviewed the operation of the NSW Bureau of Crime Statistics and Research which collates and publishes statistical data concerning the criminal justice system and also undertakes research on issues connected with crime. The Bureau is officially part of the NSW Attorney-General's Department. The Bureau does not see it itself as a purely academic operation and works in close proximity to government while maintaining a high degree of independence. The Bureau takes requests for information and research studies from the New South Wales Attorney General, other government agencies, self-created initiatives and public requests. Where possible services are provided at no cost although government agencies often assist in the

⁸ Childrens' (Protection and Parental Responsibility) Act 1997 NSW

provision or hiring of additional staff for longer term projects. Requests from individuals for information or for analysis of data collected by an individual are provided at cost.

The Bureau provides information requested by all clients simultaneously to the government. The Bureau's chief executive admitted to the Committee that initially there had been attempts to politically direct the Bureau's research, but the Bureau now has an accepted position between the Government and Opposition and provides services to all clients⁹.

The Bureau has a complement of 29 staff although almost half are dedicated to gathering court-related data, a problem not encountered in Western Australia due to automated data collection. The Bureau's budget, held within the portfolio of the Attorney General, is approximately two million dollars for 1998/99.

The Bureau produces regular newsletters and bulletins in addition to major pieces of research work. It also provides a raw data service for any client requesting crime statistics for a specific postal code area. A selection of the Bureau's publications is contained in Appendix Two.

3.5 Queensland

Crime Prevention Partnerships

Recent advances in crime prevention in Queensland began in May 1997 when the Government announced the creation of community policing partnerships. The name was later changed to Crime Prevention Partnerships. The strategy was introduced on a pilot basis in seven local government areas. At the heart of the process are community policing committees comprising "proven community performers who would represent the demographic characteristics of local populations and therefore reflect the views and priorities of the community"¹⁰ The Government has provided \$50 000 to each local government authority to defray administrative costs and employ a coordinator to assist the operation of the partnerships.

The strategy is overseen by a Central Board, chaired by the Minister for Police. The Board was designed to "implement local solutions to crime problems and act as a conduit between police, the grassroots local community and Government"¹¹. The mission statement of the community policing partnership is to facilitate a working relationship between all levels of Government and local citizenry in the resolution of locally identified crime concerns and social justice issues. It is also designed to help coordinate a holistic approach to crime prevention and offers assistance to the Government in designing policies which will reduce crime and the fear of crime.

The Queensland Criminal Justice Commission was recently commissioned to evaluate the pilot crime prevention partnerships. The Commission found the concept was enthusiastically accepted by all involved. Only two of the original seven pilot partnerships were considered to have failed

⁹ Dr Don Weatherburn Sydney February 1998

¹⁰ CJC (1999) 1

¹¹ CJC (1999) 1

as they were discontinued. The Commission also made some findings in relation to improving the process. They included¹² -

- ▶ The process of choosing sites for the establishment of crime prevention partnerships should include consideration of existing structures that might be successfully adapted.
- ▶ Coordinators and members of the partnership committees need training in community consultation, strategic planning and monitoring and evaluation.
- ▶ The provision of funding needs to be reliable subject to satisfactory performance.
- ▶ Partnerships should be able to vary their membership - originally Committees established common subcommittees but it was found some areas did not need certain subcommittees.
- ▶ Partnerships need to use a broad range of information when responding to issues.
- ▶ Partnerships need access to a database of crime prevention programs and strategies particularly any database containing national and international examples.
- ▶ Quarterly reporting should be adopted rather than monthly with periodic audits by a central support unit.
- ▶ A central support unit should be established in an area such as Premier and Cabinet rather than through the Police Minister due to the cross agency nature of many issues.

Juvenile Crime Prevention

The Queensland Government also operates a juvenile crime prevention program which has been in existence since 1992/93. The Youth and Community Combined Action (YACCA) Program is designed to prevent youth most at risk of offending from committing crime. The community is engaged in the strategy through projects funded by YACCA. In 1997/98 \$2.56 million was allocated for this purpose. YACCA has identified 20 target areas within Queensland where programs are most necessary.

Most of the information supplied to the Committee concerning YACCA projects, detailed broad aims to build partnerships with youth and discuss major issues affecting youth such as transport, employment opportunities, recreational activities.

Information and research on crime and crime prevention in Queensland

Most information concerning crime statistics and prevention advice originates from the Queensland Police Service. The Queensland Criminal Justice Commission maintains a research and development unit which contributes research and advice on criminal justice issues. In addition

¹² For more detail see CJC (1999) x

the University of Queensland operates a successful criminology research service through its Department of Justice Studies.

3.6 Tasmania

The Tasmanian Government launched a Crime Prevention and Community Safety Council in 1997. The Council is comprised of community and government agency representatives and is intended to create partnerships between government agencies, non-government organisations and members of the community. The Council is also expected to advise the State Government on crime prevention matters, including initiating, prioritising, monitoring and evaluating crime prevention and community safety projects.

Local government authorities are encouraged to take an active interest in community crime prevention efforts, although it is unclear if any funding has been made available. Submissions to the Committee from Tasmanian local government authorities suggested several authorities had been involved in crime prevention efforts well before the establishment of the Council.

The extent of information and research services on crime and crime prevention in Tasmania is not known. Tasmania Police are the primary source of information.

3.7 Northern Territory

The Committee discovered no evidence of a comprehensive crime prevention strategy in operation in the Northern Territory. Overall coordination of crime prevention remains the responsibility of the Northern Territory Police.

3.8 Australian Capital Territory

The Australian Capital Territory (ACT) Government have recently renamed their peak crime prevention body from the Community Safety Committee to the ACT Crime Prevention Committee.

The Committee examines references provided to it by the Attorney General and makes recommendations back to government on the implementation of those references. The ACT Attorney General has produced three references for the Committee covering residential burglary, illicit drug use and a review of the ACT Community Safety Strategy. The Committee also evaluates existing community safety and crime prevention programs and assesses applications for annual community safety grants.

The Committee comprises representatives from the community including business groups. There are no government agencies represented on the Committee other than the Police, Attorney General and Education departments who attend as observers.

The ACT adopted a comprehensive strategy in 1995 which emphasised community involvement in crime prevention. However, this strategy is now being revised by the ACT Crime Prevention Committee due to a perception that it failed to achieve its goals.

Information on crime statistics is provided by the Australian Federal Police and other criminal justice sources to the ACT Attorney General's Department who makes them available to the public. In addition, the Australian Institute of Criminology based in Canberra assists in preparing research projects unique to the ACT and providing advice to the ACT Government.

4.0 SUMMARY OF CRIME PREVENTION STRATEGIES

The Committee have identified four essential requirements in their examination of crime prevention strategies -

- integration;
- comprehensiveness;
- resources; and
- evaluation.

4.1 An integrated approach to crime prevention

This Report examines the factors that put some people at greater risk of becoming offenders. This kind of prevention is commonly referred to as primary and secondary prevention. Tertiary prevention is a third approach to preventing crime and is associated with punishment and rehabilitation of offenders once they have been detected and convicted.

The Committee believes that any concerted approach to reduce current and future levels of offending must incorporate programs and projects which reduce the influence of the risk factors identified in this Report. In addition, it is necessary to provide appropriate sentencing and punishment options and utilise prisons and crime detection by police as deterrents to offending. In simple terms, crime prevention must be an integrated solution combining programs, practices and community action which span all three prevention levels - primary, secondary and tertiary.

Many submissions stated a need for longer prison sentences, less hospitable prison conditions and more police officers to prevent crime from occurring in the future. Much of the community's concern with solving crime is presently directed at these kinds of measures. This Report has identified a range of other measures which can prevent offending behaviour from developing. Any crime prevention strategy which relies solely on the measures examined in this Report or solely on prisons and police officers, will not be as successful as a strategy which combines elements of primary, secondary and tertiary prevention. A successful crime prevention strategy should have an integrated range of solutions to prevent crime.

There is clearly a role for prisons and prison sentences. In any society, regardless of the strength of informal social controls that stop individuals committing offences, there will be people who break the law. Prison is an essential means of punishing law breakers and deterring those who may be considering becoming an offender. Prison is also an important and accepted part of assisting victims of crime to reconcile their experiences.

Research suggests an over-reliance on prisons and tough prison sentences to prevent crime can be more expensive than attempts to prevent offending from occurring in the first place. It has been

demonstrated in the United States that some forms of prevention designed to eliminate offending before it begins may mean governments and the community spend less money in the long term.¹³

In one example, the cost of early intervention projects designed to help children avoid developing offending behaviour were compared with the cost of three strikes imprisonment legislation in reducing crime rates. The study revealed that California's three strikes laws could reduce crime rates by up to 21%. The early intervention programs included parent training programs which achieved a reduction in crime rates of approximately 6%. Another intervention program involved the provision of graduation incentives for students to graduate from high school and achieved reductions of approximately 16%.

The two examples of early intervention programs both cost under \$500 million dollars each to operate. The cost of the three strikes option was estimated at US \$5.5 billion per annum¹⁴. The study found that for every one million dollars invested in prisons, approximately 60 crimes would be prevented. A similar investment of one million dollars each in parent training programs and graduation incentive programs would prevent 157 and 258 crimes per year respectively¹⁵. Finally, the study found that for every dollar invested to prevent offending behaviour from developing, the government would later save four or five dollars through reduced welfare dependency and the reduction in police, court and prison expenditure due to individuals choosing not to offend¹⁶.

The study concluded that some communities may wish to bear the cost of tougher sentencing policies in order to achieve lower crime rates. However, a more plausible solution may be an integrated approach which achieves the same reduction, using a variety of strategies including sentencing legislation and early intervention programs¹⁷.

In Western Australia the SaferWA initiative is being presented as an integrated crime prevention strategy incorporating primary, secondary and tertiary prevention elements. The SaferWA initiative includes amendments to sentencing laws and construction of prison facilities as well as early intervention programs. The degree to which these elements work in combination with each other is yet to be established and the relative age of many initiatives precludes any judgement.

The Committee believes the Government should carefully consider the integrated nature of the SaferWA initiative and consider a cost-effective study of selected elements in the strategy in order to determine an appropriate balance of priorities.

The Government also faces a difficult task in convincing the community of the merits of an integrated approach to reducing and controlling crime. The Committee is aware of a strong desire within the community for prevention efforts focussed primarily on tertiary measures. In order to convince the public of the merits of an integrated approach the Government needs to demonstrate the benefits of adopting alternative methods of preventing crime. This may be achieved through

13 Everingham (1998)
14 Everingham (1998)
15 Greenwood et al (1996)
16 Everingham (1998)
17 Everingham (1998)

the use of rigorous and independent evaluations of alternative crime prevention programs. Only when the community has a greater understanding of the need for an appropriate balance of primary, secondary and tertiary prevention efforts will an integrated approach to crime prevention bring success and reduced rates of offending in the community.

Recommendation 1:

A complete crime prevention strategy for Western Australia should contain elements of primary, secondary and tertiary prevention.

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.**

4.2 A comprehensive approach to crime prevention

Having visited, reviewed and studied overseas crime prevention activities the Committee believes crime prevention strategies must be comprehensive and need to include -

- State and Federal Government agencies;
- local government authorities; and
- the community.

Involvement of government agencies

Historically, many in the community accepted that crime prevention was the domain of those government agencies charged with the responsibility for detecting and prosecuting law breakers, especially, the police. In recent years that attitude has started to change with the acceptance that many different groups can have a role in reducing crime in our community. Some State Government agencies have accepted that crime prevention must be adopted on a comprehensive basis involving all government agencies. Other State agencies submitted to the Committee they did not believe they were directly involved in crime prevention, despite their core business affecting the chances of some individuals developing offending behaviour.

Traditionally, government agencies have also viewed crime prevention as the responsibility of the police and other justice related agencies. The State Crime Prevention Strategy, failed to achieve a strong level of commitment from government agencies not traditionally involved in crime prevention. The Commissioner of Police, Mr Falconer, has attributed the failure to attract interest

from other government agencies to a perception of police ownership of the program.¹⁸ In evidence to the Committee, the Commissioner also suggested a lack of cohesion and collaboration among agencies as contributing factors.¹⁹

It is intended that SaferWA avoid a similar fate, but the Committee is concerned that the transfer of major parts of the CPCPC structure into the SaferWA structure may hamper the Government's attempts to secure commitment across all government agencies. It is not possible at this stage to say whether SaferWA has been successful in achieving comprehensive involvement from other agencies. Evidence presented to the Committee suggested initial difficulties at a Safer WA Committee level were close to resolution.²⁰

Experiences overseas and interstate suggest similar problems and reinforce the need for police to take an important role in crime prevention, but to avoid the perception, both by the community and by other government agencies, of owning crime prevention. Sue Millbank from the South Australian Office of Crime Prevention argued that leaving crime prevention in the hands of the police only perpetuates the notion in most people's minds that crime prevention is the responsibility of the police and no one else. Successful crime prevention experiences in Cairns involved strong leadership by local government. The police were an integral part of the solution to crime problems but administration, coordination and leadership came from the local authority.²¹ Dr Art Venno told the Committee the key to successful community crime prevention was to ensure no government agency maintained control of crime prevention, but instead to ensure it was driven by the community, using community skills and resources.²² One researcher commented on the phenomenon of community policing and suggested -

suspicion is mounting that there is little consultation between police and the community in relation to crime prevention, and if the consultation does take place, the coordination is dominated by police. Evaluations paint a bleak picture. One may suspect the lip service being paid to the notion is merely a part of a broader political emphasis upon appeasing the public and ushering in a society in which police maintain their status as the sole guarantors of order.²³

The United States experience reinforced the need for police involvement - "it does not have to be police owned but police have to be prominent"²⁴ The problem of police services attempting to provide services beyond their core duties and training was highlighted in Canada with an example where the community expected a police officer "to be social worker, coach, enforcing the law, all of these things - he cannot be all things to all people"²⁵.

The Committee is concerned that other agencies are reluctant to match the level of commitment to crime prevention demonstrated by the Police Service. Public comments to the Committee on

18 Unpublished speech to the Safer Communities by Design Conference at Fremantle March (1999)
19 Evidence Commissioner Falconer May 5 1999
20 Evidence from John Hudson April 21 1999
21 Catherine Boorman, Hobart February 1999
22 Art Venno Melbourne February 1999
23 Sarre (1997), 78
24 Jack Calhoun Hobart February 1999
25 Patti Pearcey, Hobart February 1999

this matter were linked to concerns about the levels of police resources in many towns and neighbourhoods. Comments were also made that police officers should not be conducting programs that other government agencies may well be better placed to perform.

One example was police officers administering and operating truancy programs throughout the State. The community identifies truancy as an issue primarily for the Education Department. Anecdotal evidence suggests many of these crime prevention programs are run by one or more police officers and involve little or no cooperation from other government agencies. The ideal arrangement for such a program would be a partnership between State Government agencies rather than the imbalance in commitment that is currently suggested.

The Committee recognises the benefits of partnerships between government agencies in many crime prevention activities. Partnerships are the correct way to tackle many of the risk factors influencing the development of offending behaviour. Wherever possible, the operation of crime prevention programs by a single agency outside their established core business should be discouraged. Instead partnership approaches between agencies as part of their core business should be the preferred option.

Perceptions of police ownership and control of crime prevention are complicated by the existence of two crime prevention strategies in Western Australia. Under the original State Crime Prevention Strategy the Police Service retains control over administration and funding of community crime prevention programs.

The SaferWA initiative also introduced two additional sources of funding for community based crime prevention activities which complicate matters further. Local governments have access to funding for crime audits and programs which is administered by the Department of Local Government. Funding for community groups to conduct programs and projects is allocated to the budget of the Ministry of Premier and Cabinet although the Committee understands they will be administered by the Ministry of Justice.

As has been noted previously, SaferWA adopted the framework created under the State Crime Prevention Strategy. However, there has been no official announcement concerning the dual goals and aims of the State Crime Prevention Strategy and SaferWA. The State Crime Prevention Strategy remains the Government's official approach to crime prevention and is recognised as part of the National Anti-Crime Strategy. The existence of these two strategies not only creates problems for perceptions of who is in control, but also practical issues of coordination. The Committee believes the Government needs to make a clear statement of policy concerning the control and administration of crime prevention in Western Australia.

Involvement of local government authorities

Following the growth in community involvement in crime prevention in recent years local government authorities have also adopted a greater role in preventing crime. The City of Gosnells summarised the issue of local government involvement succinctly in its submission to the Committee -

Local government is best placed to address the issue of crime prevention and community safety in our community. It will seek to do this by being a catalyst for change and a vehicle for the establishment of partnerships with other key agencies. It is best positioned to do this because it has overall responsibility to improve the well being of the community through the implementation of sound planning, environmental management, economic development, urban design and community service provision. Local government is closer to the community than any other arm of government. The issue and the solution are not the domain of one agency.²⁶

In New South Wales and the United Kingdom legislative reforms now require local government authorities to prepare crime prevention or community security and safety plans and cooperate with government agencies. In the United Kingdom the *Crime and Disorder Act* was enacted in 1998. The Act places a statutory requirement on local authorities to establish statutory crime and disorder partnerships. Section six of the Act places on local authorities and the police a joint responsibility for the formulation of crime and disorder reduction strategies. Section six (1) of the Act specifies -

the responsible authorities for a local government area shall, ... formulate and implement for each relevant period, a strategy for the reduction of crime and disorder in the area.

The *Crime and Disorder Act* 1998 also requires the partnership to prepare a report on the analysis of crime and disorder. The Report then forms the basis for any strategies developed. Partnerships are then required to report their progress to the Secretary of State.

In Western Australia some local government authorities have initiated such strategies with community and State Government agencies already. The example of the City of Gosnells has been highlighted in section 6.15 of this Report. The Committee received only 47 submissions from local government authorities in Western Australia. The response rate to the Committee's written enquiries of Australian local government authorities was approximately 30%. Several Western Australian authorities replied that their local areas were not significantly troubled by crime or anti-social behaviour and therefore did not engage in any preventative activities. State Government funding provided to local governments for crime and community safety audits has created additional interest from local government authorities.

The Committee is encouraged by the enthusiasm demonstrated by some local government authorities in Western Australia concerning crime prevention. As the level of government closest to the community, local government is well placed to assist in forming the vital partnerships necessary to reduce offending behaviour from developing in the community. The Committee does

²⁶ Submission City of Gosnells

not think it is necessary to create legislative requirements on local governments to become involved in crime prevention activities.

Involvement of the community

A comprehensive crime prevention strategy must also include the community as an active participant. Crime prevention in recent times has evolved from being solely a government responsibility to being a shared responsibility involving all members of the community.²⁷ The community should have an active role in identifying the crime problems in a local area and developing the solutions. In this way the community can drive the priorities for the overall strategy.

SaferWA has adopted the existing level of community involvement through the previous CPCPC. The establishment of several sub-groups in recent months in addition to the existing 22 committees has increased the level of direct community involvement. The wider community remains uninformed about a State crime prevention strategy. Evidence to the Committee confirmed that the community's perception was crime prevention remained the responsibility of the Police Service.²⁸

SaferWA represents an attempt to encourage greater involvement in crime prevention. This has been evident in efforts to incorporate -

- government agencies not traditionally involved;
- local government authorities; and
- the wider community.

The community will not support an integrated and comprehensive crime prevention strategy until they understand the benefits of non-traditional means of reducing offending. Greater understanding can be achieved through better access to information. The ways to improve access to information about crime prevention will be raised in the next section. Improving understanding of the benefits of non-traditional programs will arise from awareness of the results of proper and rigorous evaluations. The issue of evaluation is discussed in section 4.3.

Recommendation 3:

There should be one clear crime prevention strategy for the whole of government.

²⁷ Rosenbaum (1986), 12-13

²⁸ Evidence John Hudson April 21 1999

Recommendation 4:

Government agencies should identify and develop current and future services and programs which respond to priorities within their core responsibilities.

Recommendation 5:

Local government authorities should identify and develop current and future services and programs which respond to priorities within their core responsibilities.

Recommendation 6:

Community education strategies should encourage greater community participation in the design and implementation of crime prevention strategies.

4.3 Resources

A successful crime prevention strategy must include access for all to an appropriate level of resources. The resources must include funding administered through a simple process and access to information resources that will improve levels of understanding about crime and offending behaviour and assist in devising successful programs.

Funding for community crime prevention programs in Western Australia is comparable with other jurisdictions in Australia. The Committee is concerned, however, with the potential for waste and unnecessary duplication unless appropriate evaluation procedures can be established and implemented. The Committee does not consider an increase in funding for community crime prevention programs is necessary until a commitment to more rigorous efforts to identify what works and what does not work is forthcoming.

Information resources are a valuable component of any crime prevention strategy. Information can help program designers tailor a program to a specific problem. This can ensure effective use of funding. Similarly, any attempt to design solutions to a crime problem without knowledge of previous attempts to do the same could mean valuable crime prevention funding is wasted.

The Committee has found it difficult to obtain current comprehensive crime information. The Crime Research Centre at the University of Western Australia produces a comprehensive publication detailing criminal justice statistics for Western Australia. However, this information suffers from a delay of up to 12 months making it less relevant to crime prevention organisations and the wider community. The Committee understands this delay is a result of the time involved in government agencies forwarding data to the Centre.

The importance of ensuring the community understands the current crime situation also attracted the Committee's attention. Recent evidence suggests that in Western Australia the levels of fear for personal safety are much higher than the national average.²⁹ The actual risks of becoming a victim of crime differ according to personal characteristics and lifestyle choices.³⁰ The community expressed concern to the Committee about particular offending rates and the perceived targeting of particular victim profiles. The Committee believes two issues may be influencing the community's understanding of the reality of offending in Western Australia. The first is the absence of regular and current statistical updates. The second involves explanations of trends in rates of offending.

Evidence to the Committee also suggested the media was contributing to exaggerated levels of fear of crime. Dr David Indermaur told the Committee -

the more we become isolated from crime the more the fear of crime increases as it becomes a more distant event and highly imagined. The way crime is portrayed in the media does not help. It is seen as ever-present and more likely than it is in reality. Therefore, more people retreat to their homes, which are like fortresses. Within the fortress they see displays of crime which reinforce the fortress mentality. It is a vicious cycle of retreat and fear³¹.

The Committee believes all media need to take a more active role in promoting the positives in crime prevention in Western Australia. Their role may become more positive as an increased range and number of sources of information on crime and crime prevention become available.

The Committee also found it difficult to identify current explanations of crime trends and patterns of offending behaviour. The Crime Research Centre annual statistical publication does provide some analysis, but again, the time lag involved limits their effectiveness. The Committee was also made aware of Crime Analysis Reports recently produced by the Research and Development Unit of the Police Service Crime Operations Command. Questions over the legitimacy and independence of any publication produced by a government agency are likely to detract from its usefulness.

The Committee questions the merits of the Police Service producing that information for public release instead of another independent source. The information being produced in the Crime Analysis Reports is more recent than that available to the Crime Research Centre. Given the content of the Crime Analysis Reports are somewhat similar to the annual publication of the Crime Research Centre, the Committee has concerns about this apparent duplication. In addition, there is the issue of independence and the reasons for the delay in providing information to the Crime Research Centre.

The Committee was concerned that no one organisation in Western Australia was able to maintain a register of current research and program initiatives. The Committee understands the Ministry of the Premier and Cabinet is creating a compilation of policies and programs operating under the

29 Graycar, (1999) 5

30 NCAVAC (1998)

31 Evidence Dr David Indermaur April 8 1998

SaferWA organisation. The Committee was unable to obtain a copy of the document although it is due to be released in the near future. It is unclear whether the document is a compilation of programs operating or a compilation of programs which have demonstrated their effectiveness in preventing crime or addressing the factors contributing to offending behaviour.

The Committee could identify no database of program information concerning successful crime prevention programs operating throughout Australia or overseas. If those involved in preventing crime cannot have regular and current access to developments in crime prevention programs on a world wide basis, the opportunity for duplication and waste may be increased.

The Committee considers current and accurate information for crime prevention activities in Western Australia should be provided. To this end the Committee believes an Office of Crime Prevention should be established to coordinate information and operational aspects of crime prevention in Western Australia. The Office would also produce policy advice for the Government on issues arising from the comprehensive and integrated state crime prevention strategy.

It is not intended that the Office duplicate any services already provided by organisations such as the Crime Research Centre at the University of Western Australia. These services would be utilised by the Office on a contract basis. The Office should act as a coordinator of information and government services in crime prevention including the dissemination of information to the community.

To ensure independence from the process of funding and operating crime prevention programs the Office should not directly fund programs on a recurrent basis. It is proposed that State government agencies should assume this responsibility following their contribution to program design and operation at a district level through the SaferWA district committees. The Office should assume a role as provider of seed funding for pilot programs using the \$500 000 currently allocated to the budget of the Ministry of Premier and Cabinet. This amount should be reviewed following an audit of the current programs addressing the priorities identified in any State crime prevention strategy.

The Office should be located in the Ministry of the Premier and Cabinet to provide -

- clear recognition of the need for a whole of government approach;
- direct access to the Premier; and
- independence from any agency with a vested interest in crime prevention.

Recommendation 7:

The Government should establish an Office of Crime Prevention.

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) coordination 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) coordination of training procedures for community crime prevention program practitioners;**
- (i) coordination 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) **coordination 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.**

Recommendation 9:

The Office of Crime Prevention should be located within the Ministry of Premier and Cabinet.

Recommendation 10:

The Office of Crime Prevention should be adequately resourced to enable it to achieve its responsibilities.

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.

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.

Recommendation 13:

All media should be encouraged to take a more active role in promoting the positive aspects of crime prevention in Western Australia.

4.4 The Issue of Evaluation

The Committee identified many suggestions through evidence and submissions on how to prevent crime. These suggestions find their way into practical programs operating in the community, but there is often almost no effort to undertake serious evaluation of the program's success in terms of reducing or preventing crime.

Proper evaluations should include four stages. The first stage should involve the collection of information to support an identified problem. The second stage includes the setting of objectives for the program to achieve. The third stage involves matching results with objectives and can be conducted as the program is operating or at the end of a specified period. Finally, the fourth stage is an optional stage involving longer term monitoring of program participants to determine the impact of the program.

Some programs may not produce identifiable results for many years. Evaluation of these programs can be undertaken using a series of short medium and long term objectives. The use of the fourth stage outlined above is also a useful tool in evaluating crime prevention programs with long term outcomes.

Many organisations involved in crime prevention activities, directly or indirectly, find it difficult to conduct evaluations.³² With the possible exception of government agencies and to a lesser extent local government authorities, many crime prevention organisations do not have the time or human and financial resources to dedicate to a comprehensive independent evaluation. Many organisations concentrate their resources on process evaluations in order to determine the most effective means of delivering their service. Despite the best intentions of program designers, international research suggests some crime prevention efforts may not be effectively reducing rates of offending or preventing the development of offending behaviour.

In some isolated examples efforts have even contributed to an increase in the number of offences. In a United States program which attempted to reduce juvenile delinquency through group counselling, the students who participated had worse outcomes in terms of court appearances and self-reported serious delinquency than a similar group of students who never went through the program. In addition, those who attended the program demonstrated higher levels of drug use after being in the program compared to those students who had not been in the program³³.

Another case demonstrates the need for more rigorous investigations of the impact of programs. A submission to the Committee concerning a youth service detailed local crime statistics which included reductions in -

- stealing (down by 28%);
- burglary (down by 48.7%);
- damage to property (down by 27%); and
- assault (down by 24%).³⁴

The submission concluded that these reductions could have been attributed to other activities such as imprisonment of offenders in addition to those services provided by the Youth Service³⁵.

³² Submission Youth Affairs Council Western Australia, submission Perth City Mission

³³ Tremblay and Craig, (1995) 173-174

³⁴ Submission Shire of Mullewa

³⁵ Submission Shire of Mullewa

Without proper rigorous and independent evaluation it is often not possible to determine the effectiveness and impact of programs. The Committee considers it is necessary to ensure proper evaluations are conducted. This will involve program planners setting aside financial resources and time for evaluation within a program plan. Many programs do not receive adequate resources to ensure such evaluations. The Committee therefore believes any Government crime prevention strategy must include funds for the evaluation of crime prevention programs. These funds must be separate from program operation funding. To assist in the process a panel of independent evaluators should be drawn up. All program operators can then utilise the panel to conduct evaluations.

Not every program needs to be evaluated. In many cases several programs operate with similar targets and methods of operation. In these situations it should be sufficient to evaluate one program to gain an understanding of the success of similar programs. In specific geographical locations or ethnic groups there may need to be additional evaluations undertaken.

In some cases an evaluation will identify that a program is not meeting its designated outcomes and aims. In these cases changes which may improve performance should be considered. If this does not occur funding should be redirected towards other proposed programs.

It is important that programs be given an opportunity to operate for periods longer than 12 months. The Committee suggests programs should be considered for a three year funding period with program plans requiring detailed short, medium and long term goals. This will ensure better planning through guaranteed funds and also allow proper evaluation and where appropriate, longer term tracking, to determine a program's success in preventing the development of offending behaviour.

When additional funding from SaferWA becomes available, total funding of over \$1 million will be directed to community crime prevention programs in Western Australia. It is not possible to calculate the additional indirect expenditure on crime prevention from government agencies who do not include their activities in any crime prevention audit. The money being spent on crime prevention both directly and indirectly needs to be properly applied. Evaluation is important in order to determine what is working among the numerous programs in operation. The limited funds available for direct crime prevention funding necessitate an appropriate system of review to ensure those funds are being spent in the best possible way.

The Committee has identified a serious deficiency in the evaluation of existing and proposed crime prevention programs. While it is recognised that many community based crime prevention programs find it difficult to conduct extensive evaluations due to limited resources, the Committee believes it is important to maintain adequate accountability for the use of public funds for community and government crime prevention initiatives. Establishment of appropriate evaluation procedures is vital and the provision of funds to encourage suitable evaluation is warranted. The issue is not merely one of accountability of public funds. It is also important to determine if we are succeeding in reducing offending behaviour.

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.

Recommendation 15:

The system of independent evaluation be coordinated by the Office of Crime Prevention.

Recommendation 16:

In cases where several similar programs exist one example should be evaluated to determine their general effectiveness.

Recommendation 17:

In most cases recurrent funding for crime prevention programs should be available on a three year basis.

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.

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.

Recommendation 20:

Community participation in a crime prevention strategy must also include involvement and feedback in the evaluation process.

PART TWO

5.0 PREVENTION FOR LIFE

The essence of preventing offending before it starts is in reducing the influence of the risk factors. This process can then reduce the number of people at risk of developing offending behaviour.

Many of the factors which form the foundation of crime prevention are commonly known. A series of community and social factors was identified by the Committee from international research and presented in the Committee's discussion paper *Making Western Australia Safer - Have Your Say!*

Many submissions suggested that the risk factors have long been unofficially linked with offending behaviour. Policy makers have not always viewed them as contributing to a crime problem, preferring to treat them in isolation as social problems.

The examination of factors increasing the chances of offending behaviour is not a case of looking for excuses for criminals. The factors have been identified by studying the life histories of offenders and finding common points in their backgrounds. Once it is established that offenders share common factors then it makes it easier to identify potential offenders and to reduce their future numbers.

There are two notable limitations on the success of treating risk factors as a way of reducing and preventing crime. The first is a recognition that some individuals will become offenders regardless of attempts to reduce the influence of risk factors. Reducing the influence of harmful risk factors will not prevent all crime.

The second limitation is that some individuals who may be exposed to multiple risk factors and do not receive assistance to reduce the influence of risk factors never become offenders. This group usually have resiliency characteristics which protect them from the risk factors.³⁶ People with resiliency are often characterised by -

- above average intelligence;
- sociability and good temperament;
- skill based competence;
- high self esteem; and
- families with strong religious or moral beliefs³⁷

In identifying risk factors the Committee is not suggesting exposure to risk factors will guarantee a life in crime. Research suggests the more risk factors an individual is exposed to the greater the chances of becoming an offender. When the life history of an offender is examined most offenders do not have just one of the identified risk factors - they have often been exposed to many, which

³⁶ See Werner and Smith (1982) for a discussion of resiliency

³⁷ See NCPC (1996), 6; Goldblatt and Lewis (1997), 13

have combined to restrict their social development. It may be helpful to think of the risk factors as clear indicators that a person has a greater potential or risk of becoming an offender.

5.1 What can influence the risk of developing offending behaviour

The risk factors addressed in this Report and the Committee's earlier discussion paper include -

- family factors;
- school environment and school performance;
- socioeconomic stress;
- age;
- gender;
- child behavioural problems;
- delinquent peers;
- leisure time;
- television and the media;
- alcohol and other drugs;
- race;
- environment; and
- situational factors.

The Committee does not intend to examine all risk factors in this Report. The Report focuses on the factors that are addressed by programs and those identified by the community as important. Research has identified many other risk factors and a recent study³⁸ listed the full range of risk factors which are included in Table 1.³⁹

³⁸ NCP (1999a)

³⁹ NCP (1999a) 134

Table 1: Risk factors that may influence offending behaviour	
children -	
<ul style="list-style-type: none"> • prematurity • low birth weight • disability • prenatal brain damage • birth injury • low intelligence • difficult temperament • impulsivity 	<ul style="list-style-type: none"> • insecure attachment • poor problem solving • beliefs about aggression • attribution • poor social skills • low self esteem • chronic illness • lack of empathy
family -	
<ul style="list-style-type: none"> • teenage mothers • single parents • psychiatric disorder especially depression • substance abuse • criminality • antisocial models • conflict and disharmony • marital discord • disorganised • neglect 	<ul style="list-style-type: none"> • negative interaction/social isolation • large family size • father absence • long term parental unemployment • poor supervision and monitoring of child • discipline style (harsh or inconsistent) • rejection of child • abuse • lack of warmth and affection • low involvement in child's activities
school -	
<ul style="list-style-type: none"> • school failure • normative beliefs about aggression • deviant peer group • peer rejection 	<ul style="list-style-type: none"> • bullying • poor attachment to school • inadequate behaviour management
stressful life events	
<ul style="list-style-type: none"> • divorce • war/natural disasters 	<ul style="list-style-type: none"> • death of family member
community/cultural -	
<ul style="list-style-type: none"> • socioeconomic disadvantage • population density and housing conditions • urban area • neighbourhood violence and crime 	<ul style="list-style-type: none"> • cultural norms re: violence as acceptable response to frustration • lack of support services • social or cultural discrimination • media portrayal of violence

5.2 When can a person be at risk of developing offending behaviour

Exposure to the risk factors identified in the research can occur at unpredictable times in a person's life. For example it is difficult to predict the deterioration of parental relations and the subsequent influences it may have on a child's development. Many individuals will move in and out of periods of risk throughout life.⁴⁰

At the same time it is possible to predict stressful periods in an individual's life when risk factors may lead that person away from the normal developmental path and toward delinquency and criminal behaviour. The stressful periods occur at certain transition points in a person's life and they are the best stages at which assistance can be provided. The stages are listed in Table 1.1⁴¹.

Table 2: Optimum stages of intervention	
Stage of life	Explanation
Pre-natal	to promote healthy babies
Birth	to facilitate family cohesion and prevent child abuse/maltreatment
Toddlers	increase family cohesion and improve parenting skills
pre-school	encourage cognitive/social development and reduce aggressive and anti-social behaviours
age 6 years to age 8 years	to improve academic and social outcomes and reinforce pro-social behaviours
transition from primary school to high school	to promote self esteem and positive peer relations, through developing social skills and academic achievement
transition from school to work	acquisition of life skills and assumption of greater responsibility

⁴⁰ Gordon and Jens (1988)

⁴¹ Adapted from "Model for the Prevention of Delinquency" Steinhauer, (1995)

6.0 PREVENTION PROGRAMS WHICH MAY REDUCE THE INFLUENCE OF RISK FACTORS

This section of the Report describes several risk factors. It also identifies programs, practices and community action which have either proven successful in reducing the potential for offending behaviour or which are designed to achieve this aim.

6.1 Risk Factor - Parenting Style

Research has identified the way children are treated by their parents is critical to ensuring not only that the children do not offend but also that their overall quality of life is high.⁴² Love and attention in combination with firm but consistent discipline is often missing from the childhood experiences of many offenders. Various studies have identified poor parental supervision and erratic or harsh discipline as negative impacts on a child's development.⁴³

Studies have confirmed that people abused as children are at greater risk of becoming offenders than others. A New South Wales study found that children who suffer some type of neglect are four times more likely to offend than those not suffering neglect as a child.⁴⁴

Many people consider good parenting to be a simple and well understood necessity. Evidence from the Committee's research and public submissions indicates not enough may be done to ensure prospective parents are aware of the emotional and physical needs of their children, as well as the most effective means of disciplining them.

What can we do?

Programs that offer assistance and advice on how to modify parenting skills in order to better utilise discipline or provide adequate supervision are examples of how we can approach the issue of parenting skills. As a parent increases their range of parenting skills they are better equipped to handle the challenges of parenting and to reduce the increased risk of delinquency and offending that may arise in children who do not receive adequate parenting.

Home visiting also assists in delivering parenting skills programs. Often parents who may need parenting skills services cannot attend programs run from one location. They may also be reluctant to attend because of negative perceptions of these types of programs. Home visiting may allow the service to be provided in a comfortable and private surrounding.

⁴² Smith and Thornberry (1995); Seydlitz and Jenkins (1998), 59

⁴³ Riley and Shaw (1985); Loeber and Stouthamer-Loeber (1986); Widom (1989); Martens (1992); Mak (1994); Smith and Thornberry (1995); Seydlitz and Jenkins (1998) 59

⁴⁴ Weatherburn and Lind (1998)

Prenatal/Early Infancy Project - New York

One example of a home visiting experiment run in New York was designed to reduce incidences of child maltreatment as well as child developmental and health problems. First time parents were selected if they exhibited characteristics such as low socioeconomic status, young age, or single parent status, because research suggested these parents would experience more difficulties in raising their children. The program involved home visitations where parent education was provided on fetal and infant development and incorporated family and friends. Parents in the home visitation group were compared with parents who did not receive the training.

Program results showed the group receiving the training used less physical punishment to control their children, made fewer hospital emergency room visits and reported fewer incidents of maltreatment ⁴⁵.

Positive Parenting Program

The Committee was made aware of parenting support services in Western Australia including the Department of Family and Children's Services Positive Parenting Program. This program is offered through Parent Information Centres. The program assists parents in dealing with the behavioural and emotional problems their child may be experiencing. The program also attempts to address the risk factors contributing to developmental problems in a child's life by providing information, advice and support to parents.

Best Start

The Department of family and Children's Services also conducts a program targeting Aboriginal parents and children from birth to age five years. The Best Start program improves coordination between the government agencies responsible for children, health and education. The program operates from 16 sites throughout Western Australia and aims to improve the health, social well being and educational opportunities for the children involved. The program has resulted in -

- a safe and stimulating environment for children;
- improvements in the overall health of children aged under six years;
- an increase in understanding and application of parenting and care giving skills;
- an increase in the participation and retention rates of early education programs; and
- an improvement in educational outcomes of young children.

Parent Link Home Visiting Services Program

The Western Australian Department of Family and Children's Services operates the Parent Link Home Visiting Services Program. The program has been operating since December 1995. The program is delivered in the home by trained volunteers who are themselves parents and is

⁴⁵ Tremblay and Craig (1995) 215-216

designed to assist parents to enhance their parenting skills and link them to community supports.⁴⁶ The program was evaluated in 1996/97 and the Minister for Family and Children's Services reported to the Committee that -

Parent Link is generally reaching its target group of isolated and vulnerable families and providing many benefits to parents in terms of skills development and greater confidence.

The evaluation was conducted on a small survey group of 20 participants. The small size of the survey group does raise methodological questions about the evaluation results. It may require a more comprehensive evaluation in the near future.

The general benefits of the program were listed as -

- reached target group of isolated and vulnerable families;
- 90% customer satisfaction rate;
- improved parenting skills of customers; and
- reduction of parents moving into high risk situations.⁴⁷

Community Health Nurses - Home Visitation

In Western Australia community health nurses have operated since the introduction of the first *State Health Act* in 1911. A variety of services are provided to the parents of new born babies at community health centres. These service are provided on an individual or group basis according to needs. In addition the nurses can make home visits wherever possible.

The Health Department of Western Australia is in the process of developing model community health services in line with known preventive interventions for children and families from the antenatal period to age eight, including home visiting activities. In addition, an inter-agency working party has been working since 1994 to develop a range of interventions suitable for implementation in Western Australia.⁴⁸ These implementations will address a variety of issues including behavioural problems, parenting development and prenatal and antenatal health problems. The Committee is not aware of when the Working Party will present its findings.

The Committee recognises the role of community health nurses as a vital position in the identification of risk factors for children and adults. As trained professionals they have the opportunity to assess at risk parents and children and offer sound advice and assistance. In addition, they can become a trusted reference point for referrals of additional assistance and services offered by other government agencies. The Government should consider further enhancing the role of community health nurses as an effective coordinator of assistance and services for at risk parents and children.

⁴⁶ Submission Hon Rhonda Parker MLA, Minister for Family and Children's Services

⁴⁷ Submission Hon Rhonda Parker MLA, Minister for Family and Children's Services

⁴⁸ Briefing Paper Health Department Western Australia - attached to submission Hon John Day, MLA Minister for Health

The Committee is supportive of the home visiting programs operating in Western Australia which aims to improve parenting skills. However, there is a need for a more comprehensive evaluation of the programs' impacts and benefits before an unqualified endorsement could be given.

Delivering effective parenting skills is important in ensuring children experience positive social development. All parents could benefit from the services offered through parenting programs. Parent information centres offer this service in Western Australia. The greatest benefit from such programs will be for those parents at greater risk of using poor and ineffective parenting skills. It is important to ensure that parenting skills services are effectively delivered to those parents who are at greatest risk.

The Committee supports the creation of a profile of at risk parents who may benefit from the parenting services offered. The profile will allow government agencies to properly identify those parents at greatest need of parenting assistance and determine the types of parenting skills needed. In addition, the expansion of home visiting services will ensure those parents in greatest need will receive assistance.

Recommendation 21:

A profile of at risk parents be developed to assist government agencies to effectively target parenting services on a consistent and coordinated basis.

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.

Recommendation 23:

A comprehensive and well coordinated 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.

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.

6.2 Risk Factor: Behavioural Problems

Many adult and juvenile offenders display anti-social and other behavioural problems that have continued in various forms since childhood⁴⁹. Common examples of childhood behavioural problems include bullying, lying, stealing, running away from home, heavy drinking and smoking, aggression, violence, sexual promiscuity and illicit drug abuse. Where this behaviour has gone undetected, unchallenged or untreated it can contribute to later offending.

One Western Australian study identified almost 14% (14,500) of school students in 1995 were victims of bullying in schools.⁵⁰ Almost the same number of students were considered by parents and teachers to be exhibiting the characteristics of bullying behaviour.⁵¹ Bullying is a powerful risk factor because it can establish a pattern of behaviour which the bully uses in all relationships throughout their life. Victims of bullying can also develop behavioural problems as a result of their experiences which may put them at greater risk of developing offending behaviour.

Public comments to the Committee suggested children with behavioural problems were a major concern in schools causing disruption to other students and placing additional stress on teachers. Some submissions expressed frustration with children with behavioural problems who were difficult to control and raised an absence of available assistance.

The issue of Attention Deficit Hyperactivity Disorder (ADHD) was also raised with the Committee. A submission from the Learning and Attentional Disorders Society of WA indicated most children suffering some form of attentional deficit disorder do not engage in anti-social behaviour. However, -

there is a small but highly significant group of those with early onset and severe ADHD who - with a very high level of predictability - will enter a developmental course of pervasive and persistent antisocial behaviour unless specific and appropriate intervention is provided at the earliest opportunity.⁵²

What can we do?

The best method of reducing the later effects of behavioural problems is through the early identification and treatment of behaviour problems. The provision of adequate support and counselling services to the parents of children in these situations is imperative. This can be achieved by encouraging parents who are concerned about their child's behaviour to contact the appropriate organisation where assistance in diagnosis and treatment can be offered. Where parents are reluctant to act, or are unaware of the child's problems the use of home visitations may assist in early detection and treatment.

49 Farrington (1994); West and Farrington (1977) Robins (1978)

50 Zubrick et al (1997) 50

51 Zubrick et al (1997), 51

52 Submission Learning and Attentional Disorders Society WA Inc.

Houston Parent- Child Development Centre Project

The Houston Parent-Child Development Centre Project was undertaken in the 1970s and involved low income Mexican-American families⁵³. Over a two year period course participants received home visit advice on child development, health and safety. The second year consisted of attending a Parent-Child Development Centre where children were taught developmental strategies and parents were taught behaviour problem approaches. Results suggested that by the time the children in the treatment program reached primary school they were less impulsive, obstinate, restless, disruptive, hostile and aggressive than children in a similar group who did not participate in the course.

As part of several programs conducted in schools by the Education Department of Western Australia general behavioural problems are addressed. Several of these programs are described in the schools section of this Report on pages 54-57. Similarly, the parenting programs already described can help parents whose children have behavioural problems. The Committee could not identify any programs which had implemented a proper evaluation. Several programs may be promising based on anecdotal claims.

Norwegian Anti-Bullying Project

Bullying is one manifestation of behavioural problems and the comprehensive Norway Bullying in Schools project has been identified as highly successful. The program designers estimated approximately 80 000 students in Norwegian schools were subject to bullying problems in 1983. The project involved the use of -

- free booklet for primary and junior high schools detailing bully/victim problems and suggestions about counteracting the problems and preventing further occurrences;
- folder distributed to the parents of bully victims and the parents of bullies;
- video for children concerning the lives of two bullied children;
- anonymous questionnaire concerning the frequency and detail of bullying incidents in individual schools; and
- follow up meeting with school staff 15 months after the program started to provide feedback information from the questionnaire.

An evaluation of the national campaign was conducted in one Norwegian city over three time periods -

- shortly after the start of campaign;

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For more information see Johnson (1990)

- in 1984; and
- in 1985⁵⁴.

The evaluation indicated the number of students reporting as a victim of bullying or committing acts of bullying 'now and then' or more frequently was reduced by up to 50%.⁵⁵ There was also a reduction in general anti-social behaviour such as vandalism, fighting, theft and truancy and an improvement in the classroom climate.⁵⁶

The Education Department of Western Australia submitted details of programs in some schools which in the course of tackling behavioural problems may have an impact on bullying, but there was no indication a single coordinated anti-bullying initiative. Pending an examination of the cultural aspects of the Norwegian program, a similar program should be implemented in all schools in Western Australia as a matter of priority.

The Committee received public submissions that detailed instances of children passing through primary and secondary school without identification of their behavioural problems. The submissions point to an absence of an effective system of identifying child behavioural problems. Research conducted by the Australian Bureau of Statistics and the Institute for Child Health Research in 1995 confirmed the existence of many behavioural and learning problems in the Western Australian child population and also the absence of a comprehensive means of identifying children with these difficulties.

The Committee considers that a screening process should be developed to identify child behavioural problems at an early age and to enable the provision of suitable assistance and treatment to rectify the problems before the child begins to display offending or anti-social behaviour as a teenager. The screening process may also identify learning deficiencies which could be treated at a preschool or primary school level. The screening process could be developed by the Education and Health departments including researchers from the Institute for Child Health Research.

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.**

⁵⁴ Olweus (1994) 115
⁵⁵ Olweus, (1994), 118
⁵⁶ Olweus, (1994), 118

Recommendation 26:

An evaluation of anti-bullying programs in Western Australia be undertaken as a matter of priority to assess their effectiveness.

Recommendation 27:

The evaluation of anti-bullying programs in Western Australia should compare results with the Norwegian model.

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.

Recommendation 29:

A screening process for preschool students be developed to identify children with behavioural problems and learning difficulties at an early stage.

6.3 Risk Factor - Pre-School Education

Studies have identified the provision of preschool education to infants can improve their chances of success in later life and reduce the possibility of later offending⁵⁷. Programs can focus not only on educational attainment but behavioural and social competence problems.⁵⁸

What can we do?

The benefits of preschool interventions has been demonstrated in two notable programs.

The Perry Pre-School Program

The Perry Pre-school Program began in the 1960s in poor African-American neighbourhoods in Ypsilanti, Michigan. The program chose children whose parents were largely single and had not completed high school. The program included -

- preschool classes for two and one half hours per day;
- teachers visiting the homes of students for one and half hours per week; and
- total program length lasted 30 weeks per year.

⁵⁷ Sherman (1997); Farrington (1994)

⁵⁸ Graham and Bowling (1995)

A separate group who did not receive the program were also monitored. Initial participants were monitored until age 27 years. At the age of 27 years, program participants demonstrated the following results in comparison to those who had not been in the program -

- higher high school graduation rates;
- higher levels of earnings;
- higher home ownership;
- lower levels of use of social services; and
- less arrests in their life time.

Syracuse University Family Development Program

A similar recognised program is the Syracuse University Family Development research program. Again the program participants were largely poor single mothers. The program included weekly home visits to work on parent child interaction. When children entered school parents were encouraged to make and maintain contact with teachers. While initial results showed cognitive benefits for course participants, the differences had disappeared by age five. The benefits for crime prevention were evident in studies of the students who had ended up in juvenile probation. In the group who had taken the course only six per cent had contact with the juvenile probation service, while among those who had received no assistance, contact with the juvenile probation service was 22 per cent.

The Committee acknowledges the role of pre-school services and long-day care facilities in Western Australia is not directly related to preventing the development of offending behaviour. The Committee believes it is important to understand whether the services offered in Western Australia are as effective as the examples from the United States. Consequently, the Government should commission an evaluation of selected preschool and day care services. The evaluation should determine the impact of the services on the development of offending behaviour in at risk children attending these facilities.

The Committee believes a pilot scheme for a program similar to the two examples cited should be introduced. This pilot can be evaluated at the same time as the current services in Western Australia are being studied.

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.

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.

Recommendation 32:

The pilot program should operate for at least three years.

Recommendation 33:

There should be a proper independent evaluation of the pilot program.

6.4 Risk Factor - Criminal History of Parents

Research has demonstrated that in families where one or more parents is incarcerated, or has previous involvement in the criminal justice system, the chances of their children becoming offenders is significantly increased⁵⁹. There is also evidence to suggest the risk for siblings who have a brother or sister in juvenile detention is even greater.⁶⁰ One study has suggested Aboriginal juveniles have almost become accepting of the process of juvenile detention as part of a rite of passage from adolescence to adulthood, due to the common experience of incarceration within families.⁶¹

During the public forum process the Committee heard from a parolee prisoner who supported the research and suggested little support and advice are provided to help families while a family member was in detention. Anecdotal evidence at the Carnarvon public forum suggested some juveniles actively committed offences in order to join their peers in detention. There has been no comprehensive study to confirm these assertions.

What can we do?

The Committee identified some services provided by organisations as part of a general social welfare assistance package to the families of incarcerated offenders in Western Australia.

⁵⁹ West 1982; Salmelainen (1995); Craig and Glick 1968; West and Farrington (1973)

⁶⁰ Craig and Glick (1968); West and Farrington (1973)

⁶¹ Beresford and Omaji (1996)

The Salvation Army

The Salvation Army runs a court and prisons services program which involves visits to prisoners in police lock ups, family welfare and home visits.

Outcare

Outcare is another not-for-profit organisation which operates services for prisoners re-entering society, but also assists families of prisoners during periods of incarceration. Outcare noted in a submission to the Committee that funding constraints limited its ability to provide intensive counselling services to families of prisoners to help maintain stability during periods when family members were incarcerated.⁶²

Juvenile Offender Assessments - Ministry of Justice

The Ministry of Justice provide an assessment of an offender's home environment and social circumstances when they are likely to be sentenced to a community service order or custodial sentence. This is an excellent opportunity for inter-agency coordination and assistance to support the family of offenders. The process should not be one of apportioning blame on the family for the offender's crime. It is an opportunity to prevent the development of offending behaviour in other family members. The Committee could not clearly identify the level of success of inter-agency cooperation and coordination during Ministry of Justice assessments.

The Committee considers the provision of services to the siblings of a juvenile who is placed in juvenile detention should be automatic. There should be coordinated inter-agency cooperation to reduce the influence of the incarceration on other siblings. The sentencing process provides an opportunity for agencies to identify family members who may be at risk of later becoming offenders. This may be due to the absence of an appropriate role model or the additional stress placed on families by the absence of a family member.

Similarly support and assistance should be offered to the families of adult offenders facing incarceration. Such assistance could take the form of tutoring and support for school aged children or counselling and assistance with behavioural problems. The provision of such services is vital for reducing the potential of children developing a similar behaviour pattern. While the Committee recognises public support for the provision of support and assistance to the families of offenders may be limited, the longer term benefits in preventing other family members adopting similar behaviour is a strong motivation for such programs.

Recommendation 34:

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

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Submission Outcare

Recommendation 35:

The assessments should form the basis for across agency coordination of services to reduce the risk of developing further offending behaviour within the family.

6.5 Risk Factor - Parental Conflict

The presence of conflict between a child's parents can increase the possibility of an individual becoming an offender.⁶³ This can be exacerbated by the presence of physical violence against either a parent and/or child.⁶⁴ Some research has shown that providing immediate additional support to children in situations of parental conflict can reduce the damage to the child's development.⁶⁵

What can we do?

It may well prove difficult to prevent the effects of parental conflict upon children as it is difficult to be aware of the conflict until it begins occurring openly, or the signs of stress are first evident in a child's behaviour. The provision of counselling and support services for parents and couples experiencing relationship difficulties is obviously paramount in protecting children from the adverse consequences of parental conflict. It is also necessary to ensure the children in the family understand any conflict and are appropriately counselled.

In situations where violence occurs there should be an adequate system of restraining the violent behaviour and protecting the abused partner and children. However, these responses are not true preventative measures.

Educating Adolescent Males About Domestic Violence

The Committee was made aware of a pilot program established in 1998 to provide an educational service to adolescent males concerning domestic violence. The program is being run in Northam and is coordinated by several state government agencies. The Program is one of a series of pilot programs being established under the auspices of National Crime Prevention. The program has not been operating for sufficient time to provide information concerning its achievements. The program has an independent evaluation component built in and is a good example of a well planned crime prevention program.

Regional Domestic Violence Committees

The Western Australian Government has created a system of 16 regional Domestic Violence Committees to develop regional domestic violence plans. Many of these Committees are still formulating plans which involve both preventative programs and reactive crisis care programs. Consequently, the Committee was unable to identify any successful programs.

⁶³ Loeber and Loeber-Stouthamer (1986)

⁶⁴ Kumpher (1987)

⁶⁵ Kumpher (1987), 7-8

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.

6.6 Risk Factor - Family Structure

Some research has suggested that the absence of a male role model for male children can increase the risk of later offending.⁶⁶ An Australian study has concluded that rising rates of female employment and divorce rates parallel increases in the volume of serious crimes. This work has been criticised on a methodological basis.⁶⁷ The existence of family cohesion and the correct exercise of appropriate parenting skills is important to secure the proper development of the child. The general consensus among research, however, is that the actual family structure is not as important as the relationships between parents and children.

The issue of the impact of family breakdowns and non-traditional family structures on children's behaviour was raised at public forums and in submissions to the Committee. Comments centred on the need to ensure couples considered marriage more carefully and considered the impact of divorce and separation on children.

What can we do?

Some suggestions presented to the Committee included amendments to family law legislation and counselling and assistance for couples considering marriage. There are many existing counselling services available to mediate family disputation and breakdown. The Committee could not identify any particular service or program as being especially successful.

Mentoring for Children in a Sole Parent Family

The provision of adult role model support to children in a sole parent family should be provided primarily by a family member or family friend. Where other family support is not available the Committee believes volunteer and community groups may be able to provide a similar role. An example of such a community based mentoring program can be found in the Big Brothers/Big Sisters mentoring program run in the United States. The program is detailed further in the gender section of the Report on pages 62-63.

⁶⁶ James (1995) 50-54
⁶⁷ See for example NCP (1999) 4

Recommendation 37:

There should be a community awareness program encouraging the concept of informal familial and extra familial mentoring.

Recommendation 38:

The establishment of a community based volunteer mentoring program should be encouraged.

6.7 Risk Factor - Schools

The issue of truancy and antisocial behaviour in the classroom was presented to the Committee at every public forum and in several submissions. Research has confirmed that many offenders had poor attendance and performance records at all levels of schooling.⁶⁸ Many offenders were often excluded from school for a variety of reasons but essentially because they did not conform to mainstream services being offered. Many offenders fail to finish high school and experience difficulties in obtaining employment or further vocational training.

Case histories have demonstrated that young people may first become suspended or expelled from school before engaging in further anti-social or criminal behaviour. Combined with the influence of peer groups, truancy and exclusions can lead to petty and low order offences such as vandalism, graffiti and petty theft, and eventually to more serious crime such as car theft and burglary. A United Kingdom study found that truants were three times more likely to offend than non-truants⁶⁹.

The Committee was told at public forums that the process of suspending and excluding disruptive students was not an adequate response. Many people acknowledged these students should not be left in the classroom and it was unfair to expect teachers to deal with them. A common suggestion was they should be removed to an alternative venue rather than sent home where lack of parental supervision often leads to crime and anti-social behaviour.

What can we do?

Making a Difference - Students at Educational Risk

The Western Australian Education Department launched a five year strategy in 1998 to identify students at educational risk and develop programs to deal with these issues. Programs will be designed and run by individual education districts. There are programs already in existence in schools which are designed to reduce truancy and alleviate the pressures on students who are not or have not formed strong attachments to school. Some of these programs are run in conjunction with other government agencies such as the school based police officers program.

⁶⁸ Graham (1988)

⁶⁹ Graham and Bowling (1995a) and (1995b)

Performance Enhancement Program

Examples of programs already established include the Performance Enhancement Program (PEP) in Merriwa, a northern suburb of Perth. The program has only been operating since 1998. The program assists students who have problems with normal school attendance. Approximately 90% of students placed on PEP were returned to their local school following previously disruptive behaviour. The PEP team are conducting longitudinal tracking of students in the program to determine the longer term impact of the intervention.

Juvenile Field Report Project

The Juvenile Field Report Project in Albany, Western Australia has been in operation for 12 months. The project involved cooperation between the Education Department and the Police Service in identifying truants and returning them to a learning environment. During this time reported offences of burglary in Albany were reduced to zero. The Education Department submission suggests Police attribute the reduction in burglaries to the Project. Anecdotal information suggests the program has achieved a 50% reduction in attendance panels between 1997 and 1998. The Project staff are building a database on students in the program to track their progress.

Student Empowerment and Literacy Program

The Student Empowerment and Literacy (SEAL) program operates at Armadale High School in Perth's south-east metropolitan area. The program has operated since 1995 and works in conjunction with the existing school system. Self evaluation has identified a reduction in truancy and deviant behaviour.

VIP Program

The VIP Program operates in the south east metropolitan area of Perth. It involved removal of small groups of disruptive students from mainstream schooling who had exhausted all efforts by the Education Department to reintegrate them into a school. The students were placed in an intensive off-site schooling environment. The program addresses behavioural problems in the classroom environment as opposed to the standard use of suspensions and other forms of exclusion.

Results for an initial group of 16 students undertaking the six month course included -

- 6 accepted offers for full time TAFE courses;
- 5 returned to Year 11 schooling in mainstream vocational courses; and
- 5 were in full time employment.

In the second enrolment the results were similarly encouraging. Out of 15 students -

- 5 accepted offers for TAFE courses;
- 1 accepted an apprenticeship;
- 1 was offered an apprenticeship and full time work;
- 1 student undertook part time work and part time TAFE study;
- 3 students continued with another six month course; and

- 4 students had entered the program mid-course and continued with another six month course.

The benefits of the VIP program extended beyond deterring these students from crime. Many faced personal difficulties in family and home environments which were also addressed. Program designers admitted difficulty monitoring course participants after the course finished. This restricted their ability to determine the long term impact of the program. The positive benefits for the future of these children is difficult to estimate but warrants further investigation.

The *Making a Difference* strategy has not been operating for a sufficient time to permit an adequate assessment of its impact. The programs the Committee was able to identify that have been operating for some time appear promising. Preliminary evidence supplied to the Committee was in some cases incomplete and unclear but there were indications of reductions in truancy figures and suspensions. There is a need for proper and independent verification of these programs to be confident of their success in future and to ensure they can be used as models for other schools.

The ability of the VIP program to provide simple and effective results encouraged the Committee to recommend further funding for the program to properly monitor the progress of course participants.

Recommendation 39:

Programs developed under the Making a Difference Strategy be monitored and evaluated to determine their effectiveness.

Recommendation 40:

Successful programs developed under the Making a Difference Strategy be funded to enable further pilot programs to be developed.

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.

6.8 Risk Factor - Peers

It is accepted by many people that children associating with delinquent peers may have a greater chance of engaging in risk taking and anti-social behaviour. Often juvenile delinquents group together when they are excluded from school or find it difficult to form friendships at school. In extreme cases these groups may form into gangs. The incidence of organised gang activity in

Western Australia has not been documented. Other Australian evidence suggests certain types of youth gangs do exist but their criminal behaviour is limited to petty criminal offences⁷⁰.

The Committee received several submissions from people concerned with the activities of 'gangs of juveniles who roam the streets' or congregate at public facilities such as shopping centres or public transport terminals. While the Committee believes Perth and most country centres do not have serious gang problems in comparison to the organised gangs active in many American cities the issue of peer association amongst marginalised juveniles does create concern.

What can we do?

It is recognised that peer groups, particularly among adolescent youth, are an accepted part of their development and should not be discouraged. The key responsibility for governments and the community is to ensure peer association is given positive structures and reinforcement.

Scouts and Girl Guides (Life Skills Program)

Examples of this can occur through organisations such as the Scouting Association or the Girl Guides Association. The Girl Guides have operated the Life Skills Program since early 1996. The Program targets children aged between 10 and 15 years of age who are considered to be at risk. The children are identified through -

- testing or anecdotal evidence at school which shows low self esteem;
- difficult home life due to family circumstances;
- problems with transitions in their life;
- exhibition of inappropriate, anti-social or undesirable behaviour at home or school;
- evidence of physical or psychological abuse; and
- difficulty in making friends.

The Program operates in conjunction with primary and high schools in the metropolitan area and uses a series of adventure activities, games and discussions to develop leadership, conflict resolution, assertiveness, transitional and interrelationship skills. The Guides WA submission noted an 80% success rate and -

Guides Western Australia is proud to say that according to our knowledge and to feedback received none of the participants in the program have required any further assistance or come into contact with the police.

The Program's success appeared impressive. If independent evaluation was able to confirm the figures the Program should be further expanded.

While organisations such as the Scouts and Girl Guides are not necessarily aimed at reducing the risk of juvenile delinquents becoming juvenile offenders they do attempt to attract marginalised youth and sometimes receive government funding under strategies designed to assist at risk youth.

⁷⁰ NCP (1999b), 13

The benefits for at risk youth come from structured activities as well as the indirect benefit of positive experiences and association with their peers.

Youth Training Scheme for Cadets

The Government is currently operating the Youth Training Scheme for Cadets throughout Western Australian high schools. The program is aimed at 13-18 year old individuals. This program has not been presented as a program for reducing the risks associated with poor peer socialisation. The Committee believes the program could have a positive impact on peer pressure and form part of a comprehensive solution to offending behaviour. The Committee understands no evaluation has been undertaken of this program to date.

Police and Citizen's Youth Clubs/Blue Light Association

The Police Service conduct Police and Citizen's Youth Clubs which can provide a similar environment to the Scouts and Guides. There are currently 27 Clubs throughout the State. In addition, the Police Service sponsors the Blue Light Association which caters for younger children. Both of these organisations provide structured and supervised facilities and programs for youth. There was a generalised response from the Police Service concerning the operations of these organisations. The Committee was unable to obtain any detail on specific programs operating at a community level.

The Committee considers these and many other localised youth programs share the ability to build positive peer relations among juveniles. If they are to contribute to the prevention of offending behaviour as some indicated in their submissions to the Committee they need to demonstrate evidence of their efforts to address the needs of youth who may be at risk of becoming offenders. Similarly, in cases where the Government provides funds to these programs specifically for their efforts in relation to at risk children and youth there must be mechanisms to ensure that the programs are effective in addressing the identified needs.

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.

6.9 Risk Factor - Leisure Time

The community accepts that adolescents and younger children need to have structured leisure time. The Committee heard from many people that juveniles in their neighbourhood appeared to be bored and lacked constructive means of occupying their free time. Consequently, the juveniles turned to delinquency and criminal acts to relieve that boredom.

Research has confirmed that the absence of positive and structured leisure time for children can contribute to their introduction to petty criminal offences and anti-social behaviour and may also

include risk taking behaviour such as promiscuity and drug taking.⁷¹ Recent Australian research confirmed that “much youth leisure and recreation has become more commercialised and increasingly occurs in community spaces, for example, shopping centres, malls and train stations”⁷².

The Committee heard at the Joondalup public forum about concerns over local government authorities charging sporting clubs for the use of sporting and community facilities. The submissions were concerned that the charges would restrict many families from sending their children into sporting and other community activities.

What can we do?

There are many programs operating throughout the world which attempt to provide juveniles with activities to occupy their leisure time. Structured sporting activities are one obvious example. Another example is the many camps and short term recreation programs operated by a variety of groups and designed to occupy student’s leisure time.

The Western Australian Ministry of Sport and Recreation conceded there is some debate over the impact of active involvement in sport and recreation on rates of offending, but they supported the positive impact of those activities on the self esteem of at risk children.

Sporting and Recreation Programs

The Western Australian Government invests considerable funds in such short term programs. The Ministry of Justice provided funds totalling \$1.6 million for projects and programs under the Juvenile Justice community funding program. Not all of these programs are short term recreational programs. In addition, the Department of Family and Children’s Services provides funding for school holiday youth development programs. While the Ministry funds are specifically targeted at reducing offending behaviour the Family and Children’s Services funding is directed at all youth.

Youth Recreation Centres

In addition to recreation programs, the Committee received several submissions detailing the use of youth recreation centres. These centres all have similar aims of attracting youth in an area and providing structured recreational activities. Some examples include tutoring and the provision of other educational skills in addition to counselling and advice services.

⁷¹ Seydlitz and Jenkins (1998) 64; Harding (1993) 138

⁷² NCP (1999b), 6

Research from the United States has suggested that the effects of recreation centres and structured sporting activities on rates of offending behaviour may be related more to supervision than any other effect -

simply spending time in these activities is unlikely to reduce delinquency unless they provide direct supervision when it would otherwise be lacking.⁷³

Based on this evidence it may be possible to suggest that those activities simply providing somewhere for children and adolescents to 'drop-in' may not be as effective as those providing structured and supervised activities.

Street Sport

The Ministry of Sport and Recreation operates the Street Sport Program which may be a promising example of encouraging at risk Aboriginal children into sporting and recreation activities. The Program encourages juvenile participation in sport, coaching or officiating after school and at school holiday times. Unconfirmed evidence from the Geraldton Program indicated a reduction in the crime rate of 26% while the program was operating during the January 1998 school holidays. It is not clear whether the reduction was attributable solely to the Street Sport Program. With proper independent evaluation the Program may warrant improved exposure and increased resources to expand its reach throughout the State.

Rather than endorse examples of promising recreation programs operating in Western Australia the Committee recommends independent evaluation be conducted to determine their effectiveness. This needs to occur at two levels. The first is the effectiveness of programs in attracting at risk children. It is acknowledged that not all leisure based programs and projects are designed to attract at risk children. The Committee believes if the community wishes to reduce offending by building better peer relations and providing structured and supervised leisure times for all children then it must be determined whether these types of programs are attracting the children at greatest risk of becoming offenders. This is particularly important for the programs and projects receiving government funding specifically for that purpose.

The second level is the effectiveness of the programs and projects in addressing the needs of the children at greatest risk of becoming offenders. Programs that attract at risk children to provide structure and supervision for part of their day need to be properly assessed to determine whether the structure and supervision is having any impact on reducing the chances of the at risk children becoming offenders.

The Committee is concerned that leisure programs and recreation centres may only reduce the likelihood of children developing offending behaviour while the children are present and being supervised. This cannot be dismissed as worthless but it needs to be delivered as part of a combined approach to addressing the problems facing the at risk children. Leisure programs and recreation centres alone will not reduce the supply of juveniles who may become offenders.

73

Gottfredson (1997) in Sherman

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.

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.

Recommendation 45:

Wherever possible programs which seek to structure and supervise children's leisure time should be part of a coordinated approach to preventing offending behaviour.

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.

6.10 Risk Factor - Gender

It has been established by studying the profiles of known offenders that males predominate in arrest statistics. Recent evidence suggests an increasing representation of girls in arrest statistics. An examination of assault arrest statistics in 1973-74 revealed 23.5 boys were arrested for every girl arrested. In 1993-94 the figure was reduced to 4.4 boys arrested for assault for every girl arrested for assault.⁷⁴ It is often in the transitional years from childhood into adolescence that offending behaviour may first develop. The transition into adolescence produces different reactions in boys and girls and there is some evidence that both groups manifest different offending behaviour. For example, New South Wales research has confirmed that motor vehicle theft and particularly the use of stolen vehicles in high speed chases may be partly a result of the expression of masculinity.⁷⁵

Some studies suggest the low number of female offenders may be partly explained by their assumption of parental, employment and other responsibilities at an earlier age than males.⁷⁶

⁷⁴ NCP (1999b), 2-3
⁷⁵ Salmelainen (1995)
⁷⁶ Graham and Bowling (1995a)

What can we do?

Big Brothers/Big Sisters Mentoring Program

While gender in itself is a strong indicator of criminality it is often not something specifically targeted in program design. There are programs that are gender specific such as the United States mentoring program Big Brothers/Big Sisters. The program matches at risk boys with male mentors and similarly for at risk girls with female mentors. Ongoing support, consultation and training is provided to the child and the mentor. A study of the Big Brothers/Big Sisters Program was conducted in 1992 and 1993. Almost 1000 children aged between 10 and 16 years were chosen. The majority of children were males, from minority groups, and low income areas. Many lived in families with a history of alcohol or drug abuse. The children were then split into two groups. One group were paired with adult mentors while the other group were assigned to a waiting list. Children with mentors met their mentor on average at least three times per month. After 18 months the children assigned mentors were -

- 46% less likely to begin using drugs;
- 27% less likely to begin using alcohol;
- 53% less likely to skip school;
- 37% less likely to skip a class
- more confident of their school performance;
- less likely to hit someone; and
- experiencing better family cohesion.

There are a few examples of mentoring programs operating in Western Australia. The Education Department operates a Volunteers in Schools Program where volunteer seniors go into schools to tutor and mentor children with learning or behavioural problems.

The Ministry of Justice also operates a mentoring scheme as part of its juvenile justice project.

Mentoring may also be provided by community groups on an ad hoc basis, but the Committee could identify no organised network of mentoring groups such as that operating under the Big Brothers/Big Sisters program. The Committee believes mentoring provides an excellent means of addressing multiple risk factors facing some children and perhaps even some adults. The absence of a coordinated community network of mentoring schemes all using an accepted screening and administration process may be hampering the development of more effective mentoring services in Western Australia.

Motor Vehicle Racing and Mechanics' Programs

There are also programs operating which seek to address some of the issues accompanying a child's transitional phases. For example, several motor vehicle training and racing type programs operate throughout the state⁷⁷. These programs are often filled entirely by boys and often by the same boys who have been identified as being at greatest risk of developing offending behaviour.

⁷⁷ See for example the SaferWA funded Midget Racing Club in Derby or a similar program operating in Wyndham. Also mechanical workshop program run by Bassendean Youth Service and Kensington Police and Citizens Youth Club

The value of these programs lies in creating a gender acceptable background in which the multiple risk factors affecting offending behaviour can be addressed.

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.

Recommendation 48:

The Big Brothers/Big Sisters mentoring organisation in the United States be used as a possible model for the comprehensive community network.

6.11 Risk Factor - Age

The Committee identified in its Discussion Paper *Making WA Safer- Have Your Say!* that most known offenders in Western Australia are aged between 15 and 24.⁷⁸ The findings are similar to research undertaken through out the world. In Western Australia some research has identified criminal careers beginning at seven years of age, but a more important finding is that the starting age can have serious consequences for the length and severity of the criminal career once it starts.⁷⁹ The earlier an individual commits a criminal act the more likely the criminal career will be longer than average and include more serious crimes than average.⁸⁰

What can we do?

Based on the research the best programs for reducing the development of offending behaviour are those that address the problems at the earliest age. Programs in preschool education, infant health and welfare and parenting education are some examples already discussed. Research has also demonstrated that individuals will be exposed to greater risks at certain transition points in their lives. The transition points are common for most people and include such things as starting school, moving from primary to secondary school and moving from school into the workforce or other areas. Prevention efforts to protect individuals from choosing offending and anti-social behaviours can easily be set up to address particular age groups at these transition points.

Bassendean Youth Service

The Bassendean Youth Service provides a larger scale version of similar programs operating throughout the world. Based around one central facility the Service offers a variety of programs funded by state and federal government agencies. The central administrative costs of the centre are met by the Town of Bassendean. Programs operated include -

⁷⁸ SCCP (1998), 10

⁷⁹ Research by Harding and Maller quoted in Harding (1997)

⁸⁰ Harding (1997), 132

- karting program (go-karts);
- access and bridging youth support program;
- youth women's group;
- sporting competitions;
- cooking classes;
- music workshop;
- bike program;
- unstructured drop in program; and
- employment training and assistance program.

The Service submitted that it represented excellent value for money and was well positioned to assist young people in the region. Continuity of funding remained a significant problem and also contributed to an inability to conduct a rigorous evaluation of the impact of the Service's programs on the youth accessing them.

Speedway Ballet

Two examples of programs targeting transition points in Western Australia are the Speedway Ballet and the Tools for Change Program. The Speedway Ballet Program deals principally with issues of road safety but is directed at high school children aged 14-17. This age group apart from experiencing the transition from adolescence into adulthood are often also experiencing their first example of responsibility and freedom in the form of gaining their motor vehicle driver's licence. The group also includes those at greatest risk of death or injury from dangerous and irresponsible driving behaviour. The Program presents a theatrical production addressing issues concerning this important transition phase. The project originated in the South West of the State in Albany but is now being expanded statewide.

Tools for Change

The Tools for Change Program is a joint venture between the Western Australia Police Service, Education Department and Western Mining Corporation. The Program operates in Kalgoorlie. The Program assists primary school students with the transition to secondary school. After two years of operation self evaluation revealed -

- a reduction in truancy of 50-60%;
- reduction in anti-social behaviour of 80%;
- improved discipline among target groups of students; and
- broad acceptance of new school regimes.

These programs demonstrate the effectiveness of targeting transition points where it is known some individuals will struggle to make changes and may begin to develop offending behaviour.



Recommendation 49:

A comprehensive crime prevention strategy should encourage programs which address difficulties arising from major transition points in an individual's life.

6.12 Risk factor - Drugs/Alcohol

Drug and alcohol abuse is often the strongest indicator for many people of the risk of developing offending behaviour. Many submissions and public comments to the Committee emphasised the belief that illicit drugs were responsible for much recent crime. Research cannot definitely state that drugs cause crime or crime leads people to take drugs but the perception, both anecdotally from the police and the community, is that drugs are responsible for much of the crime in Western Australia. Public submissions to the Committee favoured continued use of education and enforcement programs to reduce drug use.

An often forgotten factor in this debate is the abuse of alcohol which contributes to a significant amount of crime. Alcohol abuse is a common factor in many assaults both in the home and on the streets and in and around entertainment areas⁸¹. Alcohol also contributes towards much street hooliganism and anti-social behaviour. There is recent evidence that many offenders are mixing alcohol and prescription and illicit drugs often creating violent responses and resulting in violent offences.⁸²

The health implications for babies whose parents are abusing alcohol and/or drugs are very serious. Research has identified that premature and unhealthy babies place additional stress on parents which may affect the parent's ability to effectively care for the infant.⁸³ In addition, as the child develops it may suffer additional health problems which may place the child at a disadvantage and affect school performance and peer socialisation. Problems in these areas have been strongly linked with increased chances of becoming an offender.

What can we do?

Education, law enforcement and rehabilitation programs remain the major methods used to combat drug and alcohol abuse among adults. The Western Australian Government's Drug Abuse Strategy relies on education and rehabilitation programs. Most programs have not been in operation for a sufficient period to permit proper evaluation. The Committee was unable to identify any programs in operation that have been evaluated using accepted scientific methods and which have proven their success.

⁸¹ See for example Chikritzhs, Stockwell and Masters (1997)

⁸² SCMUDA (1998)

⁸³ NCP (1999)

Education programs can be used to assist parents using illicit drugs and abusing alcohol during pregnancy. The Committee was unable to identify any programs which deal with drug and alcohol abuse during pregnancy.

Drug Education in Schools

Research conducted in the United States on drug education programs in schools suggested they have limited impact⁸⁴. Reviews of the Drug Abuse Resistance Education (DARE) program which involves uniformed police officers lecturing students on the dangers of substance abuse suggest that it does not work to reduce substance use.⁸⁵ Problems identified included an insufficient focus on social competency skills, the use of uniformed officers who lacked proper professional teacher training and the lecturing format adopted by officers.

The Committee was not made aware of similar programs operating in Western Australia, but if they are, or are being considered, then the United States research needs to be considered.

Alcohol Accords

The use of alcohol accords in Western Australia is one example of recent efforts to combat alcohol abuse. This process involves agreements between police, local authorities and licensees over such issues as responsible serving practices, overcrowding in bars and hotels, improved crowd control and underage drinking enforcement. Evidence from a Queensland study suggested accords were successful in addressing many of the short term problems arising from alcohol abuse such as assaults and anti-social behaviour⁸⁶. Later evaluations have confirmed, however, that their impact is limited to the initial start up period. Within two years of their creation it is estimated problems returned to pre-accord levels.⁸⁷

An evaluation of the Perth City Accord was conducted in December 1996 which indicated -

most of the Accord members demonstrated a reasonable compliance with the Accord philosophy although improvement could be made in the areas of signage, general cleanliness and most importantly responsible alcohol service.⁸⁸

It is not known whether steps were taken to address these points or if further evaluations of the Accord have been undertaken.

Programs for Illicit Drug Users

The Committee is aware of the Final Report of the Select Committee into the *Misuse of Drugs Act 1981* which found that many of the recent programs introduced in Western Australia to combat illicit drug use have not been in operation for sufficient time to permit an evaluation. Rather than duplicate the work of the Select Committee into the *Misuse of Drugs Act 1981* the Committee recommends readers consult the Final Report of the Select Committee for an outline of the services available to illicit drug users.

⁸⁴ See discussion of several evaluations in this area in Gottfredson in Sherman (1997)

⁸⁵ Gottfredson 149 in Sherman (1997)

⁸⁶ Hauritz et al (1997)

⁸⁷ Sherman (1997); see also Hauritz et al (1997)

⁸⁸ Evaluation of the Perth City Accord supplied as part of evidence to the Committee by WA Police Service

Arrestee Drug Abuse Monitoring (ADAM) and Drug Use Monitoring Australia (DUMA)

One difficulty facing the Government of Western Australia is an absence of authoritative data on drug and alcohol use among offenders. The Committee found the community firmly believe most crime is drug related and there is a strong belief that almost all incarcerated offenders are substance abusers. It has not been possible to identify which offenders were substance abusers prior to entering prison and which offenders became substance abusers after entering prison. The Government does not presently have any information to prove or disprove the community's understanding about crime and drugs. The Police Service could not provide the Committee with any evidence from its statistical sources.

The absence of strong scientific evidence of the links between drug and alcohol abuse and offending has been addressed in the United States by the Arrestee Drug Abuse Monitoring (ADAM) Program. ADAM involves intensive interviews and physical testing for illicit and legal drugs at the time of arrest and after conviction. This Program has permitted authorities to determine the true extent of drug use among offenders and assisted in the allocation of resources for drug detection and rehabilitation.

A similar program has now begun operation in Australia and is being trialed in several states including Western Australia. The Drug Use Monitoring Australia (DUMA) Program will be used to examine issues such as the relationship between drugs and property and violent crime and the extent of required treatment services throughout Australia. Every three months for a two to three week period trained staff will interview anyone arrested in the previous 48 hour period and detained in a central lock up facility. Anonymity of interviewees is guaranteed. The Program will hopefully provide governments with a clearer picture of the type of drug use and the crimes committed while under the influence of illicit drugs and alcohol. A similar program is now being examined in the United Kingdom, South Africa, Netherlands, Canada, Mexico, Chile, Paraguay and Uruguay.

Recommendation 50:

The results of proper and rigorous evaluations of programs operating under the Western Australia Drug Abuse Strategy should be made public.

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.

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.

6.13 Risk factor - Socio-economic Stress

The Committee heard from many submissions arguing that more jobs would solve the crime problem. While it is unlikely that the abolition or reduction of one risk factor alone will stop the development of offending behaviour, research suggests the stability and positive reinforcements that employment can provide to an individual may reduce the risks of offending.⁸⁹ There is limited research linking unemployment and crime directly, but it is known that the impact of socio-economic stress or poverty upon families is enormous and may exacerbate other risk factors leading to increased chances of parents or children developing offending behaviour. A New South Wales study identified strong links between poverty and child neglect and abuse.⁹⁰ Child neglect and abuse are themselves strong indicators of later offending.

Public submissions to the Committee emphasised the need for alternatives to a university education which was unattractive to many high school students. Suggestions included greater use of technical schools and vocational training including apprenticeships.

What can we do?

There is a worldwide absence of properly evaluated and proven initiatives which can reduce the effects of socio-economic stress on individuals at risk of developing offending behaviour. This may be explained by the fact that many programs designed to alleviate socio-economic stress are not evaluated with any crime prevention benefits in mind. Where evaluations of these program have occurred the process has not included any measure of potential crime prevention benefits.

Jobs Corps

American research⁹¹ identified short term residential training programs for at risk youth was beneficial in reducing the likelihood of them becoming offenders. The Jobs Corps Program was a promising example of this type of program. In this Program at risk youth receive an integrated academic vocational and social skills training program in an intensive residential setting. Employers are encouraged to participate.

Western Australian Vocational Education and Training Program

The Western Australian Department of Training submission identified several programs designed to ease the transition for adolescents from school into the workplace. The Vocational Education and Training initiative in government schools aims to assist “young people to attain skill based competence”.⁹² The participation rate for this initiative has increased from 2.6% of year 11 and 12 students in 1995 to 18.4% (estimated) in 1998⁹³.

89 Downes (1997)

90 Weatherburn and Lind (1998)

91 See Sherman (1997)

92 Submission Western Australia Department of Training 2

93 Submission Western Australia Department of Training

The Department also operates eight programs designed to ease the transition from school to work and provide young people with a range of life skills necessary to make the transition to adulthood easier. Services are also provided for prisoners returning to society and requiring employment assistance.

The Department's programs are not specifically designed to reduce the risks of developing offending behaviour by improving employment prospects. The Committee does believe it would be beneficial to investigate the impact of selected vocational and training programs, including those operated by the Department of Training, on areas with high populations of individuals who are at risk of developing offending behaviour.

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.

6.14 Risk Factor - Aboriginality

The Committee clearly identified from research that racial composition is not in itself a guarantee of offending behaviour⁹⁴. It is evident however, that Aborigines are over represented in the criminal justice system in proportion to their ratio of the total population of Western Australia. Many submissions highlighted the presence of Aboriginal youth in anti-social and criminal behaviour. The high levels of involvement of Aborigines in crime in Western Australia can be explained by the fact that many Aborigines are exposed to multiple risk factors.

The Committee acknowledges the displacement suffered by Aborigines associated with white settlement of Western Australia. Research has confirmed the effects of this displacement on family and cultural factors which in combination with high levels of socioeconomic stress have produced conditions in which offending has become common.⁹⁵

In evidence to the Committee Aboriginal groups and representatives suggested a first step to resolving many social problems would include appropriate recognition and awareness of Aboriginal culture. In addition, efforts need to be directed to reeducating Aboriginal juveniles who have lost their links with Aboriginal culture.

What can we do?

Cultural Awareness Programs - Education Department

⁹⁴ SCCP (1998), 21

⁹⁵ See Beresford and Omaji (1994), (1998)

The Education Department of Western Australia has been identified in national research as producing a significant cultural awareness program for teachers.⁹⁶ The cross cultural induction program for teachers aims to sensitise non-Aboriginal educators to issues impacting on the Aboriginal community through cross cultural training awareness programs.

The Education Department is also recognised for several programs run by the Aboriginal Education Branch. These programs include -

- Early Childhood; an Intervention Program;
- Aboriginal Support Network;
- Program Support Network;
- Aboriginal Studies Curriculum; and
- Staying Healthy Curriculum.

The Department does not intend to perform long term evaluations of the programs but is conducting short term process evaluations designed to refine the program operations.

Aboriginal Cyclic Offending Program

The Aboriginal Cyclic Offending Program is a State Government inter-agency program operating in Geraldton and Midland which aims to reduce the influence of many of the risk factors to which Aboriginal people are exposed. In Geraldton the Program has involved initiatives such as -

- street patrols by police ;
- community patrols of neighbourhoods;
- expansion of Neighbourhood Watch scheme from 200 participants to 7000;
- five star reward scheme for children with poor attachment to school;
- allocation of two teachers to encourage non-attending students back into the school system;
- Ministry of Justice mentoring scheme for chronic truants and those who have never attended school properly;
- construction of a Parents and Citizens Youth Club; and
- provision of breakfast meals for students with a poor attachment to school.

The Program has been operating since 1995 and has largely concentrated on process evaluation. a Government review of crime rates in Geraldton in September 1998 indicated a reduction of 30%⁹⁷ although it is unclear whether any particular efforts were responsible for the reduction. The Government has attributed the reduction to -

the cooperation of every government department which had a stake in the outcome: the Ministry of Justice, Police, Education and Sport and Recreation⁹⁸.

⁹⁶ NCP, (1999a), Appendix 1, 9

⁹⁷ Safer WA Bulletin, September (1998), 1

⁹⁸ Safer WA Bulletin, September (1998), 1

The Program is not expected to demonstrate longer term impacts for several years. The Committee acknowledges the cyclic offending program appears to be a promising initiative. The Program warrants further attention and monitoring of its combined efforts on multiple risk factors.

Recommendation 54:

An independent evaluation of the Aboriginal Cyclic Offending Program should be undertaken.

Recommendation 55:

The results of any proper and independent evaluation of the Aboriginal Cyclic Offending Program should be publicised.

6.15 Risk Factor - Community Environment

Community environment can reduce and prevent crime in two ways. Firstly, through the physical components of the community environment. Secondly, the community environment also comprises the social relations between the members of the community. Members of a community must feel they have a stake in their community before they will attempt to make it a safer place.

The 'broken windows' theory has been used to illustrate the concept of community environment⁹⁹. This theory suggests in a community lacking strong social and physical cohesion, physical decay and destruction leads to social decay and destruction and eventually buildings, streets and blocks are taken over by criminal elements. Law abiding individuals move to areas where there is better community cohesion.

The strength of communities as a means of reducing existing, and deterring future, crime levels was constantly reported to the Committee. In the United States the Committee met with Professor Tony Earls who is studying the levels of community cohesion in Chicago. Professor Earls' work has included an examination of levels of civilised behaviour between neighbours. His findings confirm that stronger communities, where relations between neighbours are friendly and supportive, make for safer and more secure communities¹⁰⁰.

Changes to the physical structure of a community can also make a significant difference to community relations and ultimately crime levels. Urban renewal schemes and improvements to the physical conditions in a community can have positive effects on social relations between neighbours and may assist in reducing fear of crime and the actual incidence of crime. The design of the physical environment in a community such as streets, public spaces and shopping areas can reduce opportunities for crime and make people in the community feel secure and safe.

⁹⁹ For further information see Kelling and Coles (1996)

¹⁰⁰ See for example Earls and Visher (1997)

What can we do?

New Living Program

A variety of methods are being used to create better community environments. This has included physical renewal and replacement programs such as the New Living Program in Western Australia. Under this scheme public housing areas are being physically revitalised. The Committee was unable to determine whether the Government is monitoring the levels of community cohesion and crime rates in areas before and after the Program has been applied.

Community Code of Conduct

Community environmental programs can be as simple as the establishment of a community code of conduct. Such a project was implemented by Kalgoorlie Police District Officers in several Aboriginal communities. The result reported by local police was a reduction in antisocial behaviour and assaults.

Safer Merthyr Tydfil

The Committee received representations from a successful Welsh Community Crime Prevention Program. Safer Merthyr Tydfil involved a comprehensive range of strategies designed to reduce fear of crime and actual crime rates. The geographic location involved concentrations of poverty and crime. In an intensive effort to reduce fear and prevent crime the local government authority and the community implemented a range of strategies including -

- job creation programs;
- improved transport facilities;
- mentoring;
- recreation facilities for youth;
- creation of a family centre;
- burglary victim assistance;
- redesign of aspects of the physical environment;
- maintenance of public buildings;
- close circuit television;
- enforcement of local environmental health regulations; and
- neighbourhood watch.¹⁰¹

Safe City Initiative - Gosnells

In a similar program the City of Gosnells is implementing a community wide crime prevention and community safety initiative entitled the Safe City Initiative. The initiative includes seniors programs, redesigning the urban environment, youth programs, adoption of public facilities by the local community, anti-graffiti measures, closed circuit television and events designed to build community spirit. In addition future programs will include targeted patrols by city rangers, Homesafe and community audits, a review of city planning policies and other community improvement projects. The Initiative is still to implement many of the major reforms involved.

¹⁰¹ Safer Merthyr Tydfil Key Strategies and partnerships and programs of work July 1998

Similar comprehensive community safety and security strategies were identified in the local government areas of Bayswater and Melville.

Recommendations 56:

An assessment of community cohesion levels in high crime areas in Western Australia should be undertaken.

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.

Recommendation 58:

The evaluation should be conducted in one geographic area where the New Living program has been implemented or is planned.

6.16 Risk Factor - Situational Risks

Situational risks refer to the characteristics of a particular crime which may make the offence more or less attractive to an offender. The three key methods of controlling and reducing crime through situational means are -

- increasing the risk of the offender being caught;
- increasing the efforts the offender must use to obtain the reward; and
- decreasing the rewards available to the offender.

What can we do?

Situational crime prevention is possibly the most well known and commonly used form of crime prevention. This may be due to the fact that it is relatively easy for every individual to be involved. Situational prevention can easily be effected by most people. Situational prevention can be as simple as ensuring your car is properly locked before leaving it for a length of time or putting a bicycle in a locked garden shed rather than leaving it unchained at the front of your house.

The range of situational crime prevention programs in operation throughout the world is vast. In Western Australia the police operate a series of programs all involving situational prevention means. They include -

- armed hold up prevention lectures and training;
- proactive immobiliser programs;
- Night Guardians (the use of volunteer patrol officers in retirement villages);
- personal safety courses;
- Operation ID (property marking);

- Bunbury South West Business Police Academy (teaching situational prevention skills to small business owners and staff);
- COP Program (Cars, Offenders, Plates - easy reference system for identifying suspicious activity);
- Look, Lock, Leave (car park motor vehicle theft prevention);
- local government authority ranger collaboration;
- Safer seniors (safety tips for seniors including preprogramming of police assistance telephone number); and
- PCCOPS (automated telephone information system for sending out information from the Police Service to the public and receiving information from the public).

Neighbourhood Watch

Neighbourhood Watch is another well known example. In Western Australia there are also variants of Neighbourhood Watch such as Rural Watch, Business Watch and School Watch. The Police Service estimate almost 9000 volunteers are involved in Neighbourhood Watch in Western Australia, covering 280 suburbs.

There is limited evidence of the success of Neighbourhood Watch as a crime prevention effort throughout the world. One submission to the Committee acknowledged the difficulty in measuring the success of Neighbourhood Watch -

it is difficult to evaluate a program in which one does not know how many people are actively implementing the spirit of the strategy.¹⁰²

It has been demonstrated that improved neighbourhood vigilance and reporting of crimes and suspicious activities may occur in the first 6 to 12 months of a neighbourhood watch scheme, but maintaining neighbourhood interest for a longer period is extremely difficult.¹⁰³ A review of Neighbourhood Watch in the United Kingdom found that it was “unlikely that existing implementations have had a marked effect in preventing crime nationally”.¹⁰⁴ Other research has suggested successful neighbourhood watch schemes need to be planned and aware of community dynamics.¹⁰⁵

It has also been suggested that Neighbourhood Watch is more successful in wealthier suburbs and those with good existing social relations between neighbours¹⁰⁶. Unfortunately, often these suburbs are not where concentrations of crime occur.¹⁰⁷ In the United Kingdom smaller scale Neighbourhood Watch involving only three to five houses or flats and referred to as cocoon Neighbourhood Watch has been considered more effective than attempts to organise and motivate an entire housing estate or larger parts of suburbs.¹⁰⁸

102 Submission from Melville City Council - Research Project Community Safety and Security

103 Sherman (1997)

104 Goldblatt and Lewis (1998) 68

105 Laycock and Tilley (1995)

106 Goldblatt and Lewis (1998)

107 Graham and Bennett; Goldblatt and Lewis (1998); Sherman (1997)

108 Goldblatt and Lewis (1998)

Kirkholt Burglary Program

An often cited example of situational prevention was the Kirkholt Burglary Program.¹⁰⁹ This Program concentrated initially on burglary victims within a housing estate. A study of crime in the area established numerous cases of burglary victims being re-victimised several times within a 12 month period. The Program provided victims with a security audit of their premises and improved security facilities. As a result of the Program, burglary offences in the estate fell by 59%. At a similar program run in another housing estate the reduction in burglary offences was close to 90%.¹¹⁰

This particular Program merits further examination in Western Australia where up to one-third of burglary victims are repeat victims¹¹¹. A simple process of auditing burglary victims' homes' and suggesting basic security and precautionary measures may reduce the number of reported burglary offences by even one third or approximately 18 000¹¹² offences. This may in turn contribute to a significant decline in home burglary and the fear of this crime.

Property Marking

Property marking is a significant part of situational prevention strategies. The program is based on the theory that marking property with owner identification will reduce its value to a prospective thief. Studies from the United Kingdom and Canada produced contradictory results. In one study there was a 40% reduction in burglaries and in the other a 75% increase after the introduction of property marking programs. These findings confuse the question of the deterrence value of the program. However, the program is useful in assisting identification of stolen property.

Private Security Patrols

An example of basic situational prevention involving increased surveillance and a security presence in geographic areas is the use of private security car patrols. Several local governments in Western Australia have adopted the practice of using private security patrols to patrol streets in their local government area. The patrols are designed to deter offenders, improve detection of offences and support police intelligence gathering activities.

Evidence from the United States suggests random police patrols of areas are ineffective in preventing crime.¹¹³ It is suggested that targeted patrols have a greater degree of success. Concentrating on known crime hot spots has demonstrated greater reductions in offences than random patrolling.

The practice of private security patrols is relatively new in Western Australia with most being introduced in the last 12- 18 months. This limits the Committee's ability to make any judgement on their effectiveness although some local government authorities claimed the patrols are successful in meeting their aims.¹¹⁴

¹⁰⁹ See Forrester et al (1990)

¹¹⁰ Sherman (1997), 240; see also Tilly and Webb (1994)

¹¹¹ Mukherjee and Carcach (1998), 4

¹¹² Figure is based on reported number of burglary offences (1997/98) as supplied by the WAPS

¹¹³ Press (1971); Fienberg et al (1976); Farrington (1977); Kelling et al (1974); Felson (1994)

¹¹⁴ Submission Bayswater City Council

Some submissions suggested that concentrated patrolling in one area may shift or displace crime to another nearby area¹¹⁵. The Committee heard evidence that a concentration on night patrolling in the Bayswater area of metropolitan Perth may be impacting adversely on day time crime rates in the same area.¹¹⁶ Without serious independent evaluation it is not possible to say whether this may be true or not. The greatest benefit which may be obtained from these patrols is a reduction in the fear of crime among residents and business owners although this too has not been measured.

Senior Support Program

Another situational program was designed to address fear of crime and crime awareness issues among elderly persons. The Senior Support Program in Fremantle has recently been established to raise awareness of personal and property safety. It involves group seminars and home visits to the target audience to provide advice and assistance. The Senior Support Program has yet to publish the impact of its activities.

Person Safe

A similar program designed for all ages is the Person Safe Program run in the Perth City area. a series of one hour seminars is presented to schools and community groups in order to raise personal awareness and understanding of crime and personal safety. There has been no formal evaluation to determine the success of the Program in lowering incidences of robbery and assault. Anecdotal evidence suggests positive reflections by course participants.

The Committee is confident that situational prevention is well established in Western Australia. Given the amount of Government resources dedicated to situational prevention measures the Committee was concerned at the level of proper evaluation and monitoring of the impact of many programs. Many programs are operating without any evidence of a plan to evaluate the program's performance. While anecdotal evidence of success may be promising only rigorous and independent evaluation can ensure the programs succeed and expand.

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**

Recommendation 60:

¹¹⁵ Evidence Prof. Richard Harding 21 April 1999

¹¹⁶ Evidence Prof. Richard Harding 21 April 1999

The importance of revictimisation in many offences should be acknowledged and appropriate programs identified and implemented to reduce the incidence of repeat victimisation.

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.

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.**

7.0 SUMMARY

In recent years the concept of crime prevention has been broadened from a traditional reliance on police officers and prisons to include efforts to address those factors that may increase the risk of a person becoming an offender. The desire to prevent or reduce people becoming involved in crime has been demonstrated in Western Australia by the creation of the State Crime Prevention Strategy in 1996 and the SaferWA initiative in 1998.

While more government agencies need to recognise their core functions have an impact on crime prevention, there is an increasing awareness of the role they can play in reducing the risk of offending. Within a holistic crime prevention strategy specific problems in the community need to be matched with the core functions of government agencies.

Local government has adopted a greater profile in crime prevention efforts. Local authorities can play a more active part in crime prevention strategies at the local level.

Although the general community view is that crime prevention is primarily the responsibility of the police there are a number of community groups involved and programs are operating. Feedback from public forums indicates sections of the community remain unconvinced about the merits of programs which tackle the causes of crime because they are not aware of successful examples.

The causes of crime or factors which increase the risk of a person developing offending behaviour should not be used as an excuse for an individual's behaviour. A decision to commit a crime is made by the individual.

There are community programs which are responding to the need to reduce the risk of offending behaviour developing. The Committee could not identify successful program designs and outcomes due to a lack of program evaluation.

Few programs identified by the Committee could demonstrate their effectiveness through independent evaluation or any evaluation process. Many provided anecdotal evidence of their success. However, due to issues such as funding, skill levels and the availability of resources many programs do not have the capacity to undertake evaluations.

Until there is a commitment to independent evaluation of crime prevention programs and a centralised coordination of evaluation results, it will not be possible to make any judgements about the success of crime prevention strategies in Western Australia.

Currently, there is a fragmented approach to crime prevention in Western Australia due to the existence of two strategic plans and a lack of research and information on crime prevention issues. In order to achieve the best results there needs to be a centralised coordination of activities based on one overall strategic plan.

The community needs to be given access to current information that allows them to be knowledgeable and participate in crime prevention activities at a local level. As a consequence of

the lack of comprehensive information the community relies on media reports and outdated material.

An Office of Crime Prevention would undertake the crucial functions of strategic planning, research, policy development and coordination of crime prevention activities.

Many communities throughout the world are at a similar stage of development of crime prevention strategies. They are facing similar problems in respect of resource priorities and community expectations. Improved coordination of programs, more information and an expansion of knowledge about successful crime prevention programs will assist current community efforts to be more effective.

Recommendations contained in this Report represent the opportunity to utilise the available crime resources in a more effective and coordinated way. This will reduce the number of people who will become our future offenders.

Appendix One

APPENDIX ONE: REFERENCE TABLE FOR PROGRAMS TO REDUCE THE INFLUENCE OF RISKS FACTORS			
Risk Factor affected	Length of time involved	Actions taken	Program examples
Parenting Style	Short Term	Assistance to parents whose children come to the attention of authorities or who seek assistance to assist them with parenting skills, home visitations	Parent Information Centres
	Long Term	Government community health nurses provide home visitation services to all post natal mothers	Home visiting programs that provide assistance with parenting skills - Parent Link Home Visiting Service
Behavioural Problems	Short Term	Assistance to parents who believe their child may be exhibiting behavioural problems Referrals from authorities/organisations eg preschools who experience children with behavioural problems	School based programs Parent Information Centres
	Long Term	System for identification and treatment of behavioural problems such as bullying	The Norwegian comprehensive nationwide bullying program
Drug and Alcohol Abuse	Short Term	Counselling, education and treatment for pregnant mothers abusing legal and illegal substances, restrictive drinking practices designed to reduce alcohol related assaults and anti-social behaviour	Education activities undertaken by community health nurses at health centres or home visitations alcohol accords between licensees, local authorities and government agencies (usually police)
	Medium Term	Education and awareness program for pregnant mothers	None identified
	Long Term	School education programs to teenagers re dangers of alcohol and other drug abuse on unborn children	Mirrabooka drug education through theatre program
Criminal history of parents	short	Counselling and support services for family and children of offenders currently incarcerated	Outcare/Salvation Army support services
	medium	Evaluation of family life when adult offender is first identified by the criminal justice system	Ministry of Justice juvenile offender family life evaluations
Parental conflict	short	Domestic violence strategies	Victims shelters, restraining orders,

APPENDIX ONE: REFERENCE TABLE FOR PROGRAMS TO REDUCE THE INFLUENCE OF RISKS FACTORS

Risk Factor affected	Length of time involved	Actions taken	Program examples
	long term	Education and other preventative measures	Domestic violence education program for adolescent males (Northam pilot program)
Preschool Education	long term	Ensure child is given adequate educational start in life	Perry Pre-School Program Syracuse Family Development Program
Family structure	short	Counselling to attempt to resolve relationship breakdowns	Marriage counselling/advice programs
	long term	Support for children in sole parent families	Intra familial or extra familial mentoring Volunteer mentoring programs
Leisure time	short	Structured leisure activities for youth	Activity camps and holiday activities presented by many community groups Recreation centres Police and Citizen's Youth Groups
Peers	short - long term	Provide positive reinforcement through positive peer relations	Cadets, Guides, Scouts
Age	short - long term	Programs to assist people at transitional stages of their lives	Speedway Ballet, Tools for Change, Youth recreation centres
Gender	long term	Gender specific mentoring to provide counselling	Big Brothers/Big Sisters Mentoring Program
Situational	short	Audit of crime victims to ensure reduction of chances of repeat victimisation Increased surveillance of homes and businesses Increasing efforts required by offender to obtain reward	Neighbourhood Watch Kirkholt Burglary program (provision of security services to victims of burglaries) Property marking
	medium	Crime Audits of areas and individual houses	Audits currently being conducted under SaferWA initiative
	long	Planning of suburbs and town sites to incorporate crime prevention	Gosnells Safer Cities initiative including review of City planning operations to incorporate crime prevention considerations

APPENDIX ONE: REFERENCE TABLE FOR PROGRAMS TO REDUCE THE INFLUENCE OF RISKS FACTORS

Risk Factor affected	Length of time involved	Actions taken	Program examples
Schools	short	Ensure students absent with an explanation are reviewed immediately	Rockingham Telephone Service - funding used to employ administrative assistant who rings parents of absent children to ensure they are not truanting
	medium	Use strategies and programs to help chronic truants back into main stream schooling or an alternative educational setting	VIP Program
	long	Early identification of potential truants	Profiles of chronic truants to assist in identifying them at an early age
Socio-economic stress	short- long term	Programs that stimulate economic activity and employment in economically disadvantaged areas	Vocational education and training programs Job Corps
Aboriginality	short	Changing the short term behaviour of aboriginal communities	Community Code of Conduct (Kalgoorlie Police District)
	long	a multi agency approach dealing with several issues impacting on Aboriginal disadvantage	Aboriginal cyclic offending program - currently operating in Geraldton and Midland
Community environment	long	Comprehensive community approach tackling identified community safety problems and the overall community spirit	Safer Merthyr Tydfil program or the Safer Cities program in Gosnells

Appendix Two

Bureau of Crime Statistics & Research: Recent Reports

- An Evaluation of the NSW Apprehended Violence Order Scheme.
- Social and Economic Stress, Child Neglect and Juvenile Delinquency.
- Crime and Place: An Analysis of Assaults and Robberies in Inner Sydney.
- Public Housing and Crime in Sydney.
- The Impact of Alcohol Sales on Violent Crime, Property Destruction and Public Disorder.
- The Criminal Justice Responses to Sexual Assault Victims.
- Crime against International Tourists
- Predicting Violence against Women: The 1996 Women's Safety Survey
- Cannabis and Crime: Treatment Programs for Adolescent Cannabis Use
- Juvenile Participation in Crime - Part One: Participation Rates and Risk Factors
- Are the courts becoming more lenient? Recent trends in convictions and penalties in New South Wales higher and local courts.
- The stolen goods market in New South Wales: An interview study with imprisoned burglars

Statistical Reports - a variety of statistical publications are released regularly and include

- Key Trends in Crime and Justice;
- New South Wales Recorded Crime Statistics;
- New South Wales Criminal Court Statistics; and
- Crime and Justice Bulletins -

Australian Public Perceptions of Crime Risk

Aborigines and Public Order Legislation in New South Wales

Anabolic Steroid Abuse and Violence

Child Neglect: Its Causes and its Role in Delinquency

Young People and Crime

Home Invasions' and Robberies

Measuring Trial Court Performance: Indicators for Trial Case Processing

Appendix Three

Crime Research Centre, University of Western Australia Recent Publications

- Weapon Choice by Violent Offenders in Western Australia: a Pilot Study
- Models of Evaluation in the Criminal Justice system
- Sex Offending and Recidivism
- Patterns of Child Protection Intervention and Service delivery: Report of a Pilot Project
- Aboriginal Justice Programs in Western Australia
- Sentencing for Multiple Offences in Western Australia
- The Experiences and needs of Victims of Crime in Western Australia
- Women Social Security Offenders: Experiences of the Criminal Justice System in Western Australia
- Sentencing Women: Pre-Sentence Reports and Constructions of Female Offenders
- Repeat Juvenile Offenders: the Failure of Selective Incapacitation in Western Australia
- Violent Property Crime
- Measuring the Extent of Domestic Violence
- Aboriginal Contact with the Criminal Justice System and the Impact of the Royal Commission into Aboriginal Deaths in Custody
- Private Prisons and Public Accountability
- Survival Analysis with Long-Term Survivors
- Aboriginal Youth and the Juvenile Justice System of Western Australia
- Rural Crime and Safety in Western Australia
- Working with Adolescents to prevent domestic violence

Crime and Justice Statistics for Western Australia, separate editions 1991 -1997.

Appendix Four

VERBAL SUBMISSIONS LIST PUBLIC FORUMS

Name	Meeting
3 February 1999	
Mr Cope	Public Meeting Mandurah
Mr Roe	Public Meeting Mandurah
Mr Dixon	Public Meeting Mandurah
Mr Russell	Public Meeting Mandurah
Ms Scott	Public Meeting Mandurah
Mr Gibbs	Public Meeting Mandurah
Ms Jackman	Public Meeting Mandurah
Asst Commissioner Kucera	Public Meeting Mandurah
Mr Maynard	Public Meeting Mandurah
Mr Atkinson	Public Meeting Mandurah
Mr Post	Public Meeting Mandurah
Ms Day	Public Meeting Mandurah
Ms Grath	Public Meeting Mandurah
Ms Bennett	Public Meeting Mandurah
Mr Mann	Public Meeting Mandurah
Mr McCann	Public Meeting Mandurah
10 February 1999	
Ms Kelly Cooper	Public Meeting Bunbury
Ms Jude Kelly	Public Meeting Bunbury
Mr Graeme Gordon	Public Meeting Bunbury
22 February 1999	
Mr Barry Nesbitt	Public Meeting Joondalup
Mr Noel Gannon	Public Meeting Joondalup
Mr Kevin Moran	Public Meeting Joondalup

Select Committee on Crime Prevention

Name	Meeting
Superintendent Lockhart	Public Meeting Joondalup
Mr John Hollywood	Public Meeting Joondalup
Mr Stephen Green	Public Meeting Joondalup
Mr Neil Logan	Public Meeting Joondalup
Ms Kathy Box	Public Meeting Joondalup
Mr Roy Kerr	Public Meeting Joondalup
Mr Michael Robinson	Public Meeting Joondalup
Ms Jo Hoffman	Public Meeting Joondalup
Ms Karen Kettle-Davis	Public Meeting Joondalup
Ms Osgood	Public Meeting Joondalup
Mr Maurice Fawcett	Public Meeting Joondalup
Mr Des Graham	Public Meeting Joondalup
Mr Bill Duncanson	Public Meeting Joondalup
Mr Michael Robinson	Public Meeting Joondalup
Mr Don Edwards	Public Meeting Joondalup
Dr Paul Omaji	Public Meeting Joondalup
Ms Philomena Jurgens	Public Meeting Joondalup
Mr Guy Thomas	Public Meeting Joondalup
Ms Ursula Blankenburg	Public Meeting Joondalup
Mr Paul Bonner	Public Meeting Joondalup
Mr Bill Duncanson	Public Meeting Joondalup
Mr Rudi Steffens	Public Meeting Joondalup
Mr John Farley	Public Meeting Joondalup
Mr Richard Van Praag	Public Meeting Joondalup
Mr John Porter	Public Meeting Joondalup
23 February 1999	
Mr Frank Cooper	Public Meeting Midland
Mrs Betty Mazzarol	Public Meeting Midland
Mr Les Ayton	Public Meeting Midland

Select Committee on Crime Prevention

Name	Meeting
Ms Karen Dunn	Public Meeting Midland
Mr Richard Ponds	Public Meeting Midland
Ms Margaret Gibson	Public Meeting Midland
Ms Laurel Merz	Public Meeting Midland
Ms Trich O'Neil	Public Meeting Midland
Mr David Emery	Public Meeting Midland
Mr Roger Hill	Public Meeting Midland
Mr Andrew Tassone	Public Meeting Midland
Senior Constable Mark Brown	Public Meeting Midland
Mr Chris Maxwell	Public Meeting Midland
Mr Jason Stone	Public Meeting Midland
Mrs Joan Torr	Public Meeting Midland
Ms Jo Hoffman	Public Meeting Midland
Superintendent Barry Dawson	Public Meeting Midland
24 February 1999	
Mr Rocky Porcaro	Public Meeting Thornlie
Mr Auriel Smith	Public Meeting Thornlie
Mr Ginn	Public Meeting Thornlie
Ms Rosanna Candeloro	Public Meeting Thornlie
Mr John Bensley	Public Meeting Thornlie
Mr Heald	Public Meeting Thornlie
Mr Goulding	Public Meeting Thornlie
Mr Stewart McDonald	Public Meeting Thornlie
Ms Sheila McHale, MLA	Public Meeting Thornlie
Ms Colleen Ginn	Public Meeting Thornlie
Mr John Brandenburg	Public Meeting Thornlie
Mr Alf Worley	Public Meeting Thornlie
Ms Kim Green	Public Meeting Thornlie
Mr Terry Brown	Public Meeting Thornlie

Select Committee on Crime Prevention

Name	Meeting
Ms Nevill Raxworthy	Public Meeting Thornlie
Ms Esther Roadknight	Public Meeting Thornlie
Ms Jo Hoffman	Public Meeting Thornlie
Mr Tony Italiano	Public Meeting Thornlie
Mr Moss	Public Meeting Thornlie
Mr Blakiston	Public Meeting Thornlie
Miss Ginn	Public Meeting Thornlie
Miss Loxton	Public Meeting Thornlie
25 February 1999	
Mr Thomas McCrorie	Public Meeting Kalgoorlie
Mr Bob Swigs	Public Meeting Kalgoorlie
Ms Smith	Public Meeting Kalgoorlie
Mr Franich	Public Meeting Kalgoorlie
Mr Pannell	Public Meeting Kalgoorlie
Mr Jim McIntosh	Public Meeting Kalgoorlie
Superintendent Alan Watson	Public Meeting Kalgoorlie
Mr Ray Finlayson	Public Meeting Kalgoorlie
Mr Attila Mencshelyi	Public Meeting Kalgoorlie
Mrs Robyn McIntosh	Public Meeting Kalgoorlie
Mr Brown	Public Meeting Kalgoorlie
Mr Tredgett	Public Meeting Kalgoorlie
26 February 1999	
Mr Paggi	Public Meeting at Carnarvon
Mr Deimel	Public Meeting at Carnarvon
Mr McMahan	Public Meeting at Carnarvon
Mr Fidock	Public Meeting at Carnarvon
Mr Hall	Public Meeting at Carnarvon
Mr Peter Wind	Public Meeting at Carnarvon
Mrs Dell Mills	Public Meeting at Carnarvon

Select Committee on Crime Prevention

Name	Meeting
Mr Wally Dale	Public Meeting at Carnarvon
Mr Olston	Public Meeting at Carnarvon
Ms Eileen Elliott	Public Meeting at Carnarvon
Mr Joe Ireland	Public Meeting at Carnarvon
Mr Ray Fidock	Public Meeting at Carnarvon
Ms Eileen Elliott	Public Meeting at Carnarvon
Ms Joy Hollandby	Public Meeting at Carnarvon
Mr Lillee	Public Meeting at Carnarvon
Mr Rod Sweetman, MLA	Public Meeting at Carnarvon

Appendix Five

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
Brian Scully Acting Executive Office	Community Policing Crime Prevention Council of Western Australia Inc
L Croft Chief Executive officer	Shire of Carnamah Western Australia
B G Walker Chief Executive Officer	Shire of Carnarvon Western Australia

Select Committee on Crime Prevention

Name & Title	Affiliation
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
M N Brown Chief Executive Officer	Shire of Jerramungup Western Australia

Select Committee on Crime Prevention

Name & Title	Affiliation
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 Responsible for WA Drug Strategy	WA Government Minister
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

Name & Title	Affiliation
Bob Gilkes Director	Department of Community and Health Services Tasmania
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

Name & Title	Affiliation
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

Name & Title	Affiliation
Jane Bertelsen Manager Intergovernmental Relations and City Support	Brisbane City Council Queensland
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

Name & Title	Affiliation
M P McGrath Acting Chief Executive Officer	Pine Rivers Shire Council Queensland
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
Lynne Hume Major Events Coordinator	Surfcoast Shire Victoria
P C Bougoure Chief Executive Officer	Tara Shire Council Queensland
T J Pailthorpe Chief Executive Officer	Mayne Street TIARA QLD 4650
B P Czislawski Chief Executive Officer	Torres Shire Council Thursday Island
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
The Hon J W Shaw, QC, MLC Attorney General	Sydney, New South Wales
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
H E A Dunk General Manager	Boorowa Council New South Wales
Terry McCormack General Manager	Blacktown City Council New South Wales

Select Committee on Crime Prevention

Name & Title	Affiliation
Ray Kent General Manager	Byron Shire Council New South Wales
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
Mave Richardson Manager Community Services	Greater Taree City Council New South Wales
Robert Behl General Manager	Griffith City Council New South Wales
Garry McCully General Manager	Hawkesbury City Council New South Wales

Select Committee on Crime Prevention

Name & Title	Affiliation
R R Mooney General Manager	Hay Shire Council New South Wales
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
D P O'Shea General Manager	Lachlan Shire Council New South Wales
Robert Gray General Manager	Lake Macquarie City Council New South Wales
Henry Wong General Manager	Lane Cove Council New South Wales
E C M Stoneman Manager Planning & Development Services	Leeton Shire Council New South Wales
L R Carter General Manager	Lockhart Shire Council
Karen Alpe Social Planner	Manly Council New SouthWales
P J Goodsall General Manager	Murrumbidgee Shire Council New South Wales
K M Murphy General Manager	Narrandera Shire Council New South Wales
P J Rose Manager Corporate Services	Nymboida Shire Council New South Wales
Bruce Fitzpatrick General Manager	The Oberon Council New South Wales
A J Dwyer General Manager	The City of Orange New South Wales
Jeffrey Harris Chief Executive Officer	Pittsworth Shire Council New South Wales
Janell Pearce Community Development Officer	Port Stephens Council New South Wales
P T Muldoon General Manager	Richmond River Shire Council New South Wales

Select Committee on Crime Prevention

Name & Title	Affiliation
Stephen Blackadder General Manager	Rockdale City Council New South Wales
June Williams Manager, Community Services	Ryde City Council New South Wales
B A Weir General Manager	Shellharbour City Council New South Wales
Bronwyn Mitchell Community Worker Aged and Disability	Tweed Shire Council New South Wales
Gaye Rhodes	Urana Shire Council New South Wales
Tricia Harris Administration Manager	Shire of Wakool New South Wales
M A Chapman Chief Executive Corporate & Community Services	The Council of the Shire of Walgett New South Wales
F L Thomson General Manager	Warringah Council New South Wales
M W Lewis Community Services Director	Willoughby City Council New South Wales
J S Dawson General Manager	Wyong Shire Council New South Wales
Rod Oxley General Manager	Wollongong City Council New South Wales
D R Rouse Director of Environment & Development	Yarrowlumla Shire Council New South Wales
S C McGrath	Young Shire Council New South Wales
Chris Baker, MLA	Member for Joondalup WA Parliament
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

Name & Title	Affiliation
The Hon Barbara Scott, MLC	Member for South Metropolitan WA Parliament
Jan Scott Coordinator	STAY Western Australia
Peter Sirr Executive Director	Outcare Western Australia
Joel Levin Executive Officer	Youth Focus Western Australia
David Northcott General Manager	Perth City Mission Western Australia
Gavin Maisey President	Injury Control Council of WA (Inc)
Peter Ramshaw Secretary	Northern Suburbs Youth Development Assoc Inc Western Australia
R G Pritchard	WEST LEEDERVILLE WA 6007
Roy Caldwell Chairman	Crime Stoppers WA Ltd Western Australia
Sigrid Van Fondern Chief Executive Officer	Guides Western Australia
Bruce Leede, JP	CARNARVON WA 6701
Peter Boam	CARINE WA 6020
N Platts	COMO WA 6152
Mano Carosella Chief Executive officer	City of Bayswater Western Australia
W T Perry Chief Executive officer	Shire of Greenough Western Australia
Peter Passeri Mayor	City of Belmont Western Australia
Charles Arblaster	HAZELMERE WA 6055
Raymond Lewis	HAZELMERE WA 6055
Jim King	MT NASURA WA 6112

Select Committee on Crime Prevention

Name & Title	Affiliation
John Foley President	Scarborough and Districts Progress Association Inc Western Australia
Ann Rennie	GERALDTON WA 6531
R McCracken	ESPERANCE WA 6450
John Fuhrmann Assistant Executive Director	Ministry of Sport and Recreation Western Australia
Mr & Mrs Fitzgerald	GERALDTON WA 6530
Les Ayton Secretary	Darlington Ratepayers & Residents' Association Inc
Joan Torr	INGLEWOOD WA 6052
Joyce Ramsay	BALLAJURA WA 6066
Peter Boam	CARINE WA 6020
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
Paul Newhouse	WILLETTON WA 6155
Jack Shelbourn	HILLARYS WA 6025
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

Name & Title	Affiliation
Major Stan Caple Courts & Prisons Coordinator	The Salvation Army Western Australia
Robyn Hoogland	The Salvation Army
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	THORNLIE 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 Six

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
BERESFORD, Dr Quentin	Lecturer Edith Cowan University PERTH WA
BEDFORD, Ms Jenny Anne	Aboriginal Legal Service of WA (Inc) 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
BUCKLEY, Mr Michael	Executive Director Crime Prevention Effectiveness Program Criminology and Criminal Justice University of Maryland MARYLAND USA

Select Committee on Crime Prevention

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 United States of America
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
DALY, Karen	Senior Administrative Assistant Office of the City Manager City of Arlington ARLINGTON Texas USA
DEMERAIS, Mr Lou	Executive Director Vancouver Native Health Society VANCOUVER Canada

Select Committee on Crime Prevention

DOBIE, Mr Steve	Senior Deputy Sheriff Special Operations Division Travis County Sheriff's Office AUSTIN Texas USA
DOLMAN, Mr David Laurence	Derbarl Yerrigan Health Service PERTH WA
DOMINGUEZ, Mr Louis	Director McGruff National Licensing Program National Crime Prevention Council WASHINGTON DC USA
EARLS, Dr Felton Anthony	Harvard School of Public Health Harvard University BOSTON USA
FAHERTY, Mr Robert P	Superintendent in Chief Boston Police Department BOSTON Massachusetts USA
FALCONER, Mr Robert	Commissioner of Police PERTH WA
FARRINGTON, Professor David	Institute of Criminology Cambridge University CAMBRIDGE United Kingdom
FISHER, Ms Jane	Crime Prevention Unit Attorney General's Department ADELAIDE SA
FITZGERALD, Bob	Executive Director Policy and Legislation Division Ministry of Justice PERTH WA
FORD, Mr Daniel	Director, Aboriginal Strategy & Policy Family & Children's Services PERTH WA
FROYLAND, Dr Irene	Director Centre for Police Research Edith Cowan University PERTH WA
GERLAND, D B	Deputy Chief Police Department Special Services Bureau City of Fort Worth FORT WORTH Texas USA

Select Committee on Crime Prevention

GOODE, Mr Oliver	Managing Consultant Crime Concerns UNITED KINGDOM
GOROVITZ, Mr Eric	Legal Director Trauma Foundation SAN FRANCISCO USA
GRAYCAR, Dr Adam	Director Australian Institute of Technology CANBERRA ACT
GRIEVE, Ms Vicki	Lecturer Early Childhood Studies, Edith Cowan University, Churchlands Campus PERTH WA
GREGORY, Ms Lee	Gang Crime Prevention Centre CHICAGO USA
GRICE, Ms Debbie	Crime Prevention Agency Home Office LONDON United Kingdom
GROFF, Ms Elizabeth	Analyst Crime Mapping Research Centre National Institute of Justice WASHINGTON DC USA
HARDING, Professor Richard	Director, Crime Research Centre University of Western Australia PERTH WA
HARDING, Mr Simon	Hackney Borough Council LONDON UK
HAYWARD, Mr Denis Roland	Nyoongar Alcohol and Substance Abuse Service PERTH WA
HILLSMAN, Dr Sally	Deputy Director National Institute of Justice WASHINGTON DC USA
HOMEL, Mr Peter	Director Crime Prevention Division Attorney General's Department SYDNEY NSW
HOMEL, Professor Ross	School of Justice Administration Griffith University BRISBANE Qld

Select Committee on Crime Prevention

HUDSON, MR John,	President SaferWA Committees' Executive PERTH WA
INDERMAUR, Dr David	Research Fellow Crime Research Centre University of Western Australia PERTH WA
JACOBS, Rev Cedric	Chairman Aboriginal and Torres Strait Islander Commission Regional Council MANDURAH WA
JACQUES, Mr Ramon	Director of Programs Crime Prevention Resource Centre FORT WORTH Texas USA
JONES, Superintendent Max	Community Services Command WA Police Service PERTH WA
JUDAH, Mr Ben	Crime Prevention Agency Home Office LONDON United Kingdom
KAPITZA, Ms Nicola	Crime Prevention Officer City of Salisbury SALISBURY SA
KELLY, Ms Theresa	Comprehensive Communities Program National Crime Prevention Council WASHINGTON DC USA
KEY, Mr A J	Deputy Chief Arlington Police Department City of Arlington ARLINGTON Texas USA
KING, Ms Susan	Executive Director Safer Merthyr Tydfil MERTHYR TYDFIL United Kingdom
KNEBLICK, Ms Patricia	Deputy Chief Police Department Field Operations Bureau City of Fort Worth FORT WORTH Texas USA
KORN, Ms Yvonne	Director National Campaign Against Violence & Crime Unit Commonwealth Attorney General's Department CANBERRA ACT

Select Committee on Crime Prevention

KRAWLL, Ms Marcia	Consultant and Counsellor Social and Management Development Services VANCOUVER Canada
KRINKLE, Mr David	Police Chief City of Arlington ARLINGTON Texas USA
LAUSHWAY, Ms Lynda	Salt Spring Women Opposed to Violence and Abuse Community Development and Research SALT SPRING ISLAND Canada
LEDBETTER, Detective Steve	Drug Recognition Expert Institution City of Dallas Police Department Narcotics Division DALLAS USA
LEWIS, Ms Robin	Arlington Youth Services ARLINGTON Texas USA
LIENERT, A/Assistant Commissioner Graham	Crime Operations Command WA Police Service PERTH WA
LOWERY, Sgt James	Arlington Police Department City of Arlington ARLINGTON Texas USA
MARCHAND, Mr Eric	Training Coordinator Crime Prevention Resource Centre FORTH WORTH Texas USA
MARSHALL, Mr Simon	Institute for the Study and Treatment of Delinquency Kings College LONDON UK
MATUSICKY, Dr Carol	Executive Director BC Council for Families VANCOUVER Canada
McGUIRE, Mr Andrew	Executive Director Trauma Foundation Pacific Centre for the Prevention of Violence SAN FRANCISCO USA
MEARNS, Ms Debra	Downtown Eastside Refuge VANCOUVER CANADA
MILLBANK, Ms Sue	Manager Crime Prevention Unit Attorney General's Department ADELAIDE SA

Select Committee on Crime Prevention

MOSES, Ms Marilyn	Social Science Program Analyst Project RIO National Institute of Justice WASHINGTON DC USA
MOXON, Ms Betty	Crime Prevention Agency Home Office LONDON United Kingdom
NASH, Mr Nick	City Safe Officer Townsville City Council TOWNSVILLE Qld
NEWMAN, Ms Violet	Aboriginal Community Elder Nyoongah Circle of Elders PERTH WA
O'ROURKE, Ms Marvene	Deputy Director International Centre National Institute of Justice WASHINGTON DC USA
ODOM, Mr Elzie	Mayor City of Arlington ARLINGTON Texas USA
PATERSON, Andrew	City of Marion ADELAIDE SA
PEARCEY, Ms Patti	Executive Director BC Coalition for Safer Communities VANCOUVER Canada
POLK, Associate Professor Ken	University of Melbourne MELBOURNE Vic
RENSHAW, Ms Susan	Manager Special Projects Family and Children's Services PERTH WA
ROBBE, Mr Richard	Sergeant Community Services Division Round Rock Police Department ROUND ROCK Texas USA
ROSIAK, Mr John	Director Substance Abuse Prevention and Children's Initiatives National Crime Prevention Council WASHINGTON DC USA

Select Committee on Crime Prevention

RUSSELL, Lt Bill	Youth Services Division Commander Arlington Police Department City of Arlington ARLINGTON Texas USA
SANDERSON, Mr Matthew	Crime Prevention Officer Adelaide City Council ADELAIDE SA
SARRE, Associate Professor Rick	Head, School of Law & Legal Practice University of South Australia ADELAIDE SA
SCARBRO, Mr Terry	Attorney-General's Department Vancouver BRITISH COLUMBIA CANADA
SCHILLER, Mr Tom	International Centre National Institute of Justice WASHINGTON DC USA
SCHWEINHART, Dr Lawrence	High Scope Educational Research Foundation YPSILANTI USA
SCOTT, Dr Greg	Associate Director/Director of Research Gang Crime Prevention Centre CHICAGO USA
SHERMAN, Professor Lawrence	Criminology and Criminal Justice University of Maryland MARYLAND USA
SKINNIDER, Ms Eileen	Director Human Rights The International Centre for Criminal Law Reform and Criminal Justice Police VANCOUVER Canada
STOCKWELL, Professor Tim	Director National Centre for Research into the Prevention of Drugs Curtin University of Technology BENTLEY WA
SUTTON, Dr Adam	University of Melbourne MELBOURNE Vic
TAYLOR, Dr Bruce	Arrestee Drug Abuse Monitoring Program National Institute of Justice WASHINGTON DC USA
TOMAINO, Dr John	Crime Prevention Coordinator City of Marion ADELAIDE SA

Select Committee on Crime Prevention

SARRE, Associate Professor Rick	Head, School of Law & Legal Practice University of South Australia ADELAIDE SA
SCARBRO, Mr Terry	Attorney-General's Department Vancouver BRITISH COLUMBIA CANADA
TRAVIS, Mr Jeremy	Director National Institute of Justice WASHINGTON DC USA
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
VENO, Dr Art	Director Centre for Police and Justice Studies Monash University MELBOURNE Vic
WALSH, Ms Pamela	Chair Police Minister's Council on Aboriginal Police and Community Relations PERTH WA
WEATHERBURN, Dr Don	Director Bureau of Crime Statistics and Research Attorney General's Department SYDNEY NSW
WEIKART, Dr David	President Perry Pre-School Program High Scope Educational Research Foundation YPSILANTI USA
WELSH, Ms Marg	Coordinator Community Development City of Port Phillip ST KILDA Vic
WILKES, Mr Edward Thomas	Derbarl Yerrigan Health Service PERTH WA

Select Committee on Crime Prevention

SARRE, Associate Professor Rick

Head, School of Law & Legal Practice
University of South Australia
ADELAIDE SA

SCARBRO, Mr Terry

Attorney-General's Department
Vancouver
BRITISH COLUMBIA CANADA

ZUBRICK, Dr Stephen

Associate Professor & Head of the Division of
Psychosocial Research at the TVW Telethon Institute of
Child Health Research
PERTH WA

Appendix Seven

THE COMMITTEE'S ACTIVITIES

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 1 July 1999.

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 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.

Meetings

The Committee met on 38 occasions, including 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.

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. 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. A list of those people who made verbal submissions at the public forums is contained in Appendix Four.

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. A complete list of those people making submissions to the committee is contained in Appendix Five.

Witnesses

The Committee conducted a number of oral evidence hearings during the course of its inquiry. It heard evidence from key participants in crime prevention in Western Australia and Aboriginal groups and representatives. A list of witnesses appears in Appendix Six

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

Appendix Eight

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