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The Parliament of the Commonwealth of Australia

# **Crime in the Community: victims, offenders and fear of crime**

**Volume One**

House of Representatives  
Standing Committee on Legal and Constitutional Affairs

July 2004  
Canberra

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## **Foreword**

On 21 May 2002 the Minister for Justice and Customs referred the Inquiry into Crime in the Community: victims, offenders and fear of crime to the House of Representatives Standing Committee on Legal and Constitutional Affairs. The Committee was pleased to receive this reference, given the importance of crime as an issue for Australians. Crime has an enormous impact on people's lives, on communities, and on the Australian economy, costing an estimated \$32 billion each year.

The Committee is cognisant that the Commonwealth has various heads of power and constitutional authority where it can legislate and act with respect to crime in Australia, even though crime is primarily the responsibility of the States and Territories. Thus, the Committee believes that the Commonwealth has an important role to play in ensuring that all Australians feel safe in their communities.

The Committee received evidence from across the breadth of the community, ranging from highly personal stories to comprehensive submissions outlining initiatives to combat crime. The Committee was struck both by the scope of the evidence and by the sincerity of those who went to considerable lengths to provide information.

A number of the more personal submissions related experiences of crime, and the Committee was impressed by the courage necessary to share these experiences. It became clear to the Committee over the course of the Inquiry that the personal impact of crime is always significant and often devastating. This is something that statistics cannot reflect.

The evidence also revealed the dedication of those who work tirelessly towards preventing crime and those who help victims of crime to move forward in their lives.

In this first Volume of the report, the Committee has considered the following key issues: fear of crime in the community, initiatives undertaken by local communities to reduce and prevent crime, and the measurement of crime across Australia. The Committee has made a number of recommendations in relation to these issues including further funding for the National Community Crime Prevention Programme, standardisation of crime data collection, and the gathering of more accurate information on the extent of crimes committed against women. The Committee is hopeful that its recommendations will contribute towards the reduction and prevention of crime in Australia.

In any discussion on crime and its prevention reference is made to the crime experience and methods used in comparable countries. Thus I took the opportunity in July 2003 to visit police and other crime fighting agencies in the United Kingdom and the United States of America.

The first point of call was New Scotland Yard where another Committee member, Mr Patrick Secker MP, was also able to attend.

Officers advised Mr Secker and me that a policy of '3 strikes (ie convictions) and you are in jail' has resulted in a reduction in burglary offences. We were also told that as a result of the Dunblane massacre a gun buy-back initiative resulted in the seizure of many firearms, including hand guns but it is judged not to have affected the use of hand guns in criminal acts.

We were also advised that DNA testing has made an enormous difference with charges being laid for cases as far back as 1987 and that police would like compulsory DNA testing at birth and the ability to use this information.

In the United States I met with a range of crime fighting agency heads and senior personnel in New York, Washington and Los Angeles.

In New York of particular importance were meetings with the former New York Mayor Rudy Guiliani and the current New York Police Commissioner Kelly.

The breadth and scope of reforms in New York under Mayor Guiliani are dramatic indeed. Most people associate the terms 'zero tolerance' and 'broken window' theory with these reforms but the message is more complex than these terms normally convey.

For me the message implicit in the reforms is transparency - taking the public into the confidence of the police and honestly publishing comprehensive up to date, indeed daily, crime statistics on the internet.

The software developed to map and record crime is called CompStat and forms the basis for rigorous weekly meetings to resolve the patterns of crime that emerge from the recording and mapping.

The immediate availability of comprehensive (not selective) statistical data was essential to the dramatic turn around in New York's crime rate. Such material in Australia across jurisdictions is simply not available in this way, but clearly is needed.

This volume, Volume One, of the Committee's deliberations deals with this issue and makes recommendations as to how Australia can benefit from a CompStat type system.

Scrutiny of offences shows that for the most part people who commit major crime are also those who commit minor crime. Thus by attacking minor crime dual benefits flow – that you will, when checking the record of an arrested person for minor crime be likely to pick up a major criminal and secondly by cleaning up minor street crime you effectively reduce the fear of crime and increase both the quality of life of a community and the economic activity of a town or city.

Evidence taken in Community Crime Forums<sup>1</sup> which the Committee conducted continually stressed that immediately cleaning off graffiti (ie the next day) increased the perceived quality of life for their communities. The ability to see an immediate change for the better, as emphasised by Mayor Guiliani, was certainly borne out by the evidence given to the Committee.

In Washington I met with senior personnel in the Department of Justice, FBI, Public Policy Researchers in the American Enterprise Institute, Drug Enforcement Agency and others. Of particular interest was the US Department of Justice's Community Oriented Policing (COPS) which has its origin in the Violent Crime Control and Law Enforcement Act of 1994. It is designed to advance community policing in jurisdictions across the United States. It has an important grants and grants monitoring function whereby the Federal Government makes grants which are strictly monitored for accountability to develop programs to assist and train law enforcement officers. The program reaches every aspect of law enforcement and provides grants to tribal, state and local law enforcement agencies to 'hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies and develop and test innovative policing strategies.'<sup>2</sup>

There are 18,000 law enforcement agencies in the United States. COPS since 1994 has assisted nearly 13,000 jurisdictions through 27 grant programs and funded 116,573 community professionals across the country. I believe Australia could benefit from introducing similar policy initiatives here.

With the Federal Government providing a minimum of 50 per cent of State government budgets (including the GST) I believe this problem of vertical fiscal

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1 Geraldton and Gosnells in Western Australia, Raymond Terrace and Forster in New South Wales, Wadeye and Nguiu (Bathurst Island) in the Northern Territory.

2 Background notes provided to the Chairman.

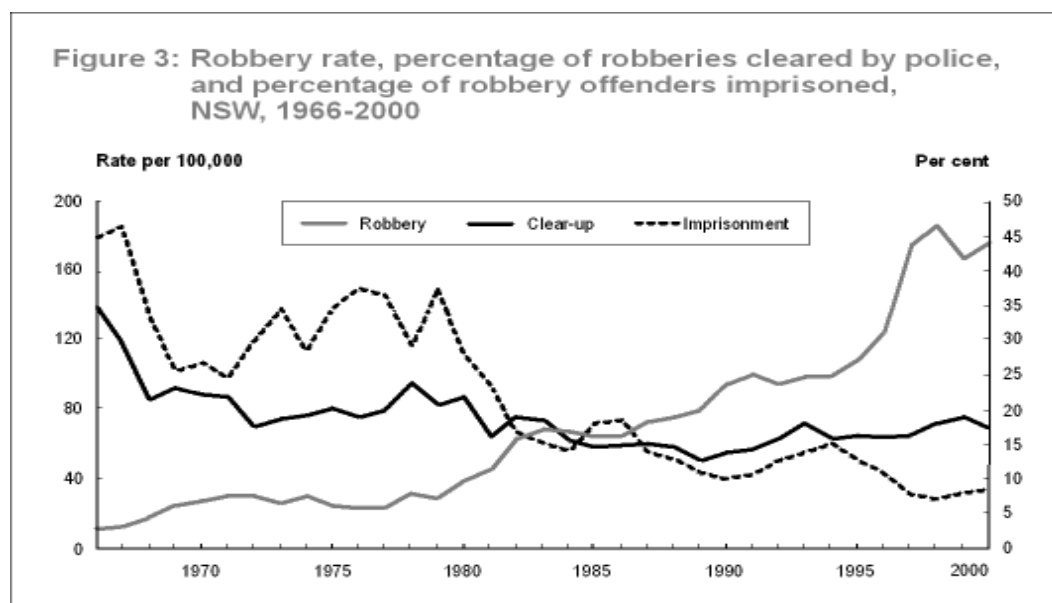


imbalance can begin to be tackled by better targeting section 96 (of the Constitution) and other grants to States to improve our Federal system. This program could form part of that new framework.

In Los Angeles I met with a variety of agencies including the Sheriff's Office which uses its retiring officers on a continuing part-time basis to answer demand. Officers remain sworn which allows an effective supplementary enforcement back-up.

Los Angeles is a city with a major gang problem which uses aerial surveillance with helicopters backing up on-the-ground police. The District Attorney's Office has a Hardcore Gang Division for the County of Los Angeles. The message from Los Angeles is 'don't let gangs become entrenched' and realises that taking a major criminal figure off the streets by obtaining a conviction makes a difference to the amount of crime on the streets.

Similarly, in the Australian context, research by the NSW Bureau of Crime Statistics and Research shows that there is a strong correlation between the clear-up rate and imprisonment for robbery. This research shows that between 1966 and 2000 'clear-up rates [in NSW] declined over the period during which robbery rates were rising' and 'The likelihood of imprisonment for a robbery offence ... also declined over the period during which robbery rates were rising'. The research concludes 'The salient point for our purposes ... is that the fall in rates of clear-up and imprisonment for robbery could have contributed to the growth in robbery.'<sup>3</sup>



Source Marilyn Chilvers and Don Weatherburn (2003). *The impact of heroin dependence on long-term robbery trends*. Crime and Justice Bulletin No. 79. NSW Bureau of Crime Statistics and Research.

3 NSW Bureau of Crime Statistics and Research, *Crime and Justice Bulletin*, Number 79, October 2003, p. 3.

Volume One of the Committee's Report presents a national perspective of how Australian communities experience and respond to crime and fear of crime. It also deals with how crime is measured across Australia. The extensive nature of the Inquiry and the submissions received by the Committee reveal just how aware the community is of the need for a proper functioning justice system. This Committee believes the reference should be renewed in the next Parliament.

**Hon Bronwyn Bishop MP**  
**Chairman**





## **Membership of the Committee**

**Chair**            Hon Bronwyn Bishop MP

**Deputy Chair** Mr John Murphy MP  
(until 03/08/04)

**Members**        Hon Julie Bishop MP  
(until 07/11/03)

Hon Alexander Somlyay MP  
(from 07/11/03)

Hon Alan Cadman MP

Hon Duncan Kerr MP  
(until 03/08/04)

Mr Daryl Melham MP  
(until 11/08/03)

Mr Robert McClelland MP  
(from 11/08/03 to 03/08/04)

Ms Sophie Panopoulos MP

Hon Con Sciacca MP  
(until 03/08/04)

Mr Patrick Secker MP

Dr Mal Washer MP

# **Committee Secretariat**

<b>Secretary</b>	Ms Gillian Gould  Ms Julia Thoener (acting from 29 March 2004 to 7 May 2004)
<b>Inquiry Secretary</b>	Ms Julia Thoener
<b>Research Officers</b>	Ms Frances Gant (until July 2003)  Mr Muzammil Ali (from October 2003)  Dr Nicholas Horne (from June 2004)
<b>Administrative Officer</b>	Ms Frances Wilson



## **Terms of reference**

The Committee shall inquire into the extent and impact and fear of crime within the Australian community and effective measures for the Commonwealth in countering and preventing crime. The Committee's inquiry shall consider but not be limited to:

- (a) the types of crimes committed against Australians
- (b) perpetrators of crime and motives
- (c) fear of crime in the community
- (d) the impact of being a victim of crime and fear of crime
- (e) strategies to support victims and reduce crime
- (f) apprehension rates
- (g) effectiveness of sentencing
- (h) community safety and policing

The inquiry was referred to the Committee on 21 May 2002 by the Minister for Justice and Customs, Senator the Hon Chris Ellison.





# List of recommendations

## 1 Introduction

### Recommendation 1 (paragraph 1.42)

The Committee recommends that the Inquiry into Crime in the Community: victims, offenders and fear of crime be re-referred to the House of Representatives Standing Committee on Legal and Constitutional Affairs in the 41<sup>st</sup> Parliament.

## 2 Fear of Crime

### Recommendation 2 (paragraph 2.101)

The Committee recommends that State and Territory Governments be encouraged to work more closely with organisations representing the elderly to collect more accurate data on the extent of unreported crimes committed against older Australians.

### Recommendation 3 (paragraph 2.104)

The Committee recommends that State and Territory Governments be encouraged to work more closely with women's centres and refuges to collect more accurate data on the extent of unreported crimes committed against women.

### Recommendation 4 (paragraph 2.121)

The Committee recommends that State and Territory police forces further recruit from ethnic groups that are involved in significant crime, with the aim of promoting greater cultural understanding and thereby over time reducing ethnic-based crime, including organised crime, and the fear of crime within ethnic communities.



**Recommendation 5** (paragraph 2.141)

The Committee recommends that accurate information regarding levels of crime be published in order to reduce fear of crime within the community.

**Recommendation 6** (paragraph 2.144)

The Committee applauds the National Community Crime Prevention Programme because it allocates funding directly from the Commonwealth to local community initiatives, and recommends that further funding be made available under this program.

### **3 Crime Reduction and Prevention Initiatives within Local Communities**

**Recommendation 7** (paragraph 3.27)

The Committee recommends that the Commonwealth work with State and Territory governments to investigate ways to institute a program comparable to the City of Gosnells Safer Seniors program on a national basis.

**Recommendation 8** (paragraph 3.43)

The Committee recommends that the Australian Institute of Criminology conduct a comparative study of the effectiveness of local council initiatives for the reduction and prevention of crime.

**Recommendation 9** (paragraph 3.55)

The Committee recommends that the Commonwealth Government facilitate the development of a database by local councils and local non-government organisations and individuals detailing successful strategies for the reduction and prevention of crime in local communities. The Committee envisages that this could be done as an extension of the National Community Crime Prevention Program.

**Recommendation 10** (paragraph 3.58)

The Committee recommends that a greater level of resources be made available to police servicing local communities, with the Commonwealth seeking a commitment from the States and Territories at the relevant Council of Australian Governments meeting.

## 4 Measuring Crime in Australia

### Recommendation 11 (paragraph 4.28)

The Committee recommends that the Australian Federal Police, as a national body, assume a coordinating and leadership role in the process of establishing a consistent national police data collection method.

### Recommendation 12 (paragraph 4.37)

The Committee recommends that State and Territory police forces work with the Australian Bureau of Statistics and State and Territory justice departments to develop more consistent methods of recording and releasing statistical information to enable more effective research, program implementation and evaluation. This would also allow for the early identification of national, State and Territory crime trends.

### Recommendation 13 (paragraph 4.49)

The Committee recommends that either the Australian Crime Commission or the Australian Federal Police work with State and Territory police forces to establish a common data recording system such as that used by the New York Police Department. Such a system would work in the following way:

- Local police commands would process crime data within their command daily which would allow for more efficient allocation of resources.
- The data would be used to pinpoint crime trends and localities to allow resources to be dispatched to manage crime outbreaks.
- Daily crime data would be forwarded to either the Australian Crime Commission or Australian Federal Police which would then publish the data daily, thereby providing transparency.

### Recommendation 14 (paragraph 4.53)

The Committee recommends that data resulting from research be collected centrally and be made available to others (including agencies and individual researchers) for further research.

### Recommendation 15 (paragraph 4.58)

Recognising the value of longitudinal research, the Committee recommends that funding be made available accordingly.

**Recommendation 16** (paragraph 4.63)

The Committee recommends that compulsory evaluation procedures are built into requirements for crime prevention grant funding.



## Introduction

### Background to the Inquiry

#### Crime and the fear of crime

- 1.1 Crime, together with fear of crime, is identified as one of the most significant issues of concern in the Australian community. Many Australians have either themselves been victims of crime or they know somebody who has. Being a victim of crime, and similarly fearing crime, can have a significant impact on quality of life and the way that people choose to participate in society. Fear imprisons people.
- 1.2 From the outset, the Committee was aware that there can be discrepancies between official crime statistics, media reports, public opinion and the personal accounts of victims and perpetrators surrounding crime within the community.
- 1.3 The purpose of this Inquiry therefore was to gain a greater understanding of the community's experiences of crime and fear of crime in order to identify effective measures for dealing with these issues and for supporting victims.
- 1.4 In achieving this purpose, the Committee was guided by broad terms of reference. This introduction identifies some of the Committee's main areas of focus and assumptions relating to the terms of reference.<sup>1</sup>

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<sup>1</sup> At the beginning of the Inquiry the Committee published an information paper available on the Committee's website and to everyone who requested information relating to the inquiry.

## Categories of crime

- 1.5 Crime can be loosely grouped into two categories: crimes against property and crimes against the person. Property offences usually refer to acts such as break and enter (burglary), motor vehicle theft, theft from motor vehicle, property damage, and graffiti and vandalism. Personal offences, on the other hand, include crimes such as homicide, assault, sexual offences, domestic violence, robbery, and theft from the person.

## Who are victims of crime?

- 1.6 Generally, victims of crime refers to people who have directly experienced crime. That is, they may have been subject to violence, assault or a sexual offence, or their property may have been stolen or damaged. However, the impact of crime usually extends well beyond the person who was subject to the act. Victims of crime may also include people—family members, friends, work colleagues, and people who witnessed the act—who have in some way been affected by crime committed against another person/s.
- 1.7 The Committee was interested to receive evidence on the levels of victimisation among respective groups in the community. This includes the types of crimes committed against different groups of Australians—for example males, females, young people and older Australians—and where these offences take place.
- 1.8 Statistically, young men aged 17-25 years are shown to be the largest group in the community who are perpetrators of such crime and also the largest group of victims.

## Perpetrators of crime and motives

- 1.9 There are a few recognised facts about crime.<sup>2</sup> The first is that males overwhelmingly commit more crime than females. The second is that the majority of crime is committed by a minority of offenders. And the third is that most crime is committed by young men.
- 1.10 People may choose to initially engage in crime, and continue to commit crime for a number of reasons. Of course, the Committee is aware that offenders may commit the same offence, or indeed different offences, for very different reasons. A number of high-risk factors have been associated with the onset of criminality and particularly juvenile delinquency.<sup>3</sup> It is

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2 Australian Bureau of Statistics, *Recorded Crime – Victims* (Catalogue 4510.0), 2004.

3 Weatherburn, D, 'What Causes Crime?' *Crime and Justice Bulletin*. NSW Bureau of Crime Statistics and Research, 2001.

important to note however that these factors are not necessarily those which may *cause* someone to engage in crime. Rather, they are factors which may place someone at a *higher risk* of engaging in crime. These include familial issues (for example, poor parenting and neglect); school-based factors (for example, poor performance and truancy); peer group pressure and influences; poverty and unemployment; and substance abuse.

- 1.11 More recently, it has been suggested that external stimuli such as violent movies, videos and games may increase the risk of young people committing crime.
- 1.12 The Committee was interested to learn more about who commits crime and why. This included the types of offences committed by different groups in society, the backgrounds of offenders, and what motivates people to commit certain offences and what may act as a deterrent.

## Fear of crime in the community

- 1.13 Despite males experiencing higher levels of victimisation than females, research suggests that females continue to fear crime more than males. Similarly, while older Australians are the least victimised group in society, it is widely reported that older people fear crime more than younger people.
- 1.14 Fear of crime can be a complex issue. This is because what people actually fear and why is not always clear. Often, statements about fear of crime do not distinguish between perceptions of general risk, fear of being personally victimised, concern about crime as a public policy issue and anxiety about life in general.<sup>4</sup>
- 1.15 A number of factors have been associated with fear of crime. These include gender; age; income; previous victimisation; media exposure; environmental considerations; and changes in local/neighbourhood environment.
- 1.16 This Inquiry sought to examine a number of issues related to fear of crime. This included who fears crime and why, the types of crime feared, where crime is feared, and the factors that contribute to fear of crime. The Committee was also interested in exploring the actual risk of crime for groups within the community.

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4 Grabosky P, Fear of Crime and Fear Reduction Strategies, *Trends and Issues in Crime and Criminal Justice* No 44, Australian Institute of Criminology, Canberra, 1995.

## Impact of being a victim of crime and fear of crime

- 1.17 Being a victim of crime and fearing crime can have a significant impact on the way people choose to participate in society. Not all victims will be affected by crime in the same way, and for some victims the effects of crime will be long lasting. Victims may experience a number of consequences of crime including financial loss; property damage; psychological and emotional effects; behavioural changes; physical injury or death; and changes to personal relationships.<sup>5</sup>
- 1.18 While many of these consequences are those associated with personal victimisation, it has been suggested that people close to direct victims of crime may suffer or react in a similar way. For both direct and indirect victims, a heightened sense of fear of crime may result.
- 1.19 Fear of crime may detract from a person's health and well-being, contribute to social isolation, and have a negative impact on business.<sup>6</sup> For some people, there is great disparity between what is actually feared, and the likelihood of that particular act/incident occurring. Yet it is this fear of crime that contributes to many people feeling insecure in their own homes as well as in their communities.
- 1.20 The Committee was interested to learn more about the impact of being a victim of crime and fearing crime.

## Strategies to support victims and reduce crime

- 1.21 Supporting victims in our community will go a long way to minimise many of the problems associated with the experience of crime. In addition, reducing crime will not only reduce the number of victims within our community, but it will also increase feelings of safety and security for all.
- 1.22 There are a number of strategies that can be implemented to support victims and prevent crime, including legislative and social reform; restorative justice approaches; victim compensation; and counselling and other support services for victims.
- 1.23 On the other hand, strategies to reduce crime itself can be categorised into four broad areas of crime prevention: reduction of opportunity; developmental/early intervention; community/social-based crime prevention; and improvement of the criminal justice system.
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5 Cook B, David F, and Grant, A, 'Victims' Needs, Victims' Rights: Policies and Programs for Victims of Crime in Australia', *Research and Policy Paper No 19*, Australian Institute of Criminology, Canberra, 1999.

6 National Crime Prevention, *Fear of Crime*, 1998.



- 1.24 The Committee was interested to examine the types of strategies available to support victims and reduce crime as well as their effectiveness.

### Apprehension rates

- 1.25 Apprehension rates refer to offenders being detected and arrested by authorities. Unfortunately, offenders are not always caught in the act by police. More often than not however, offenders may be seen committing a crime by a member of the public. Alternatively, members of the public may come to learn about the particulars of a crime either as a victim, as someone close to the victim or perhaps as someone who knows the perpetrator.

### Reporting and recording crime

- 1.26 Surveys conducted in Australia and overseas suggest that victims only report about 40 per cent of crimes to authorities.<sup>7</sup> Under-reporting of crime not only contributes to an underestimation of crime within the community but it reduces the risk of offenders being detected and apprehended by police. It also does little to facilitate support for victims in need.
- 1.27 There are a number of reasons why victims may choose not to report crime to authorities. These include the perceived seriousness of the offence; personal and public attitudes towards police and their effectiveness; victims' past experiences; the relationship between the victim and the offender; fear of reprisal; and the likelihood of compensation or a successful insurance claim.
- 1.28 For people who have been a victim of crime on a number of occasions (ie a repeat victim), the decision not to report may be largely influenced by past experiences, particularly if repeat victims were unsatisfied with the response from police, and/or if they have learnt to adopt their own coping strategies for dealing with victimisation.
- 1.29 The Committee was interested to know why people do and do not report crime to police; and particularly, if there are any differences in the reporting rates of groups within the community. In addition, the Committee was concerned to know which crimes are more likely to be reported, and how reporting rates as well as the apprehension rates of offenders can be improved.
- 1.30 As policing is an issue which is overseen by individual States and Territories, there are discrepancies in the way that police record crime

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7 Australian Institute of Criminology, *Australian Crime: Facts and Figures*, Canberra, 2002.

across jurisdictions. Police must also use discretion when recording crime incidents on administrative systems, so for example, one jurisdiction may record the theft of a motor vehicle and subsequent removal of personal items from within the vehicle as one offence while other jurisdictions may record this as two incidents. Discretionary power when recording incidents such as these can lead to different perceptions on the levels of crime within a community.

## Effectiveness of sentencing

- 1.31 Based on the annual prison census survey undertaken by the Australian Bureau of Statistics,<sup>8</sup> as at 30 June 2001, almost 60 per cent of prisoners (58.4 per cent) incarcerated across Australia had a known previous period of adult incarceration. Prison is one of a series of sentencing options available to judges and magistrates when dealing with offenders.
- 1.32 The Committee was interested to examine the range of sentencing options available to judges and magistrates as well as their effectiveness in deterring offenders from crime.

## Community safety and policing

- 1.33 Australians want to feel safe in their own homes and in their own communities. A major factor in community safety is policing. It is reasonable to expect that a community will feel safer when there is a visible police presence, and when offenders are detected and apprehended by police. Police have an important role to play in preventing and controlling crime. The Committee was concerned therefore to examine the policing of crime and measures to enhance community safety.

## Overview of the Inquiry

### Conduct of the Inquiry

- 1.34 The Inquiry was advertised nationally on 5 June 2002 with the closing date for submissions on 2 August 2002. By that date, approximately 90 submissions had been received from communities across Australia. However, as the work of the Committee became more widely known, the Committee continued to receive requests that it accept submissions well

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8 Australian Bureau of Statistics, *Prisoners in Australia*. Catalogue No. 4571.0, Canberra, 2002.

beyond the closing date. The Committee acceded to these requests, resulting in a total of some 180 submissions and some 50 supplementary submissions to the Inquiry by July 2004.

- 1.35 While legislating with respect to crime is primarily the responsibility of the States and Territories, a Commonwealth parliamentary committee is well-placed to ascertain nation-wide trends. In particular, the Committee was interested to find out the extent to which initiatives to combat crime in local communities were successful and whether they might have useful application elsewhere.
- 1.36 Public hearings were held in Melbourne on 9 and 10 September 2002; in Sydney on 9 and 10 October 2002; in Geraldton on 18 November 2002; in Perth on 19 November 2002; in Sydney on 19, 20, 26 and 27 February and 28 March 2003; in Wadeye on 11 June 2003; in Darwin on 12 June 2003; in the Tiwi Islands on 13 June 2003; in Canberra on 20 August 2003; in Brisbane on 27 and 28 October 2003; in Sydney on 7 November 2003; in Canberra on 4 March 2004; in Brisbane on 16 March, 18 May and 18 June 2004; in Raymond Terrace and Forster on 7 June 2004; and in Gosnells on 1 July 2004. In addition the Committee received private briefings on specific issues, the transcripts of which were subsequently published. These were held in Canberra on 21 June and 19 and 26 September 2002.
- 1.37 The Committee was interested in investigating crime and the perception of crime in Australia's regional and rural areas. It was also interested in ascertaining whether the concerns of people in regional areas differ from those of people living in cities and if there are significant similarities or differences between various regional areas and towns. In particular, the Committee was keen to ascertain how different communities deal with crime and the strategies adopted by regional councils, police and active local groups to combat it. To this end, the Committee conducted roundtable discussions in Gosnells and Geraldton in Western Australia, Wadeye and Nguuu (Bathurst Island) in the Northern Territory, and Raymond Terrace and Forster in New South Wales. The Committee found these discussions to be particularly useful.

## Confidentiality

- 1.38 It is inevitable that terms of reference for an Inquiry which refer to victims of crime will attract submissions containing personal stories and experiences. The Committee received a number of submissions in this vein and found some of the stories related therein to be extremely distressing.

- 1.39 In some cases, providers of submissions requested that their stories remain confidential to the Committee; in others, the Committee decided against making a submission public in the interests of the provider. For example, some submissions detailed how people, often those who were elderly, feared repeated victimisation. The Committee therefore withheld either the submission or the personal details of the individual.
- 1.40 Although the Committee did not investigate individual cases in detail, submissions and oral evidence were used extensively by witnesses to illustrate comments directed at the terms of reference. The submissions in many cases were very detailed and, in oral evidence, the Committee allowed witnesses to range widely in the use of case histories to illustrate points. Comments concerning persons, organisations and events were received.

## The report

- 1.41 As at July 2004, the Committee had not concluded its Inquiry. However, the possibility of the current Parliament being dissolved led the Committee to determine that a first volume of its deliberations should be released. In this volume, therefore, the Committee concentrates on some of the issues raised in evidence. The Committee will consider further issues in the second volume of its report, and, to this end, is of the view that the Inquiry should be re-referred in the new Parliament.

### Recommendation 1

- 1.42 **The Committee recommends that the Inquiry into Crime in the Community: victims, offenders and fear of crime be re-referred to the House of Representatives Standing Committee on Legal and Constitutional Affairs in the 41<sup>st</sup> Parliament.**
- 1.43 Chapter 2 considers fear of crime in some detail. It examines a range of surveys which demonstrate that fear of crime is a significant community issue. The Chapter identifies those in the community who most fear crime, canvasses the factors that contribute to their fear, and considers strategies for combating fear of crime.
- 1.44 In Chapter 3, the Committee examines important initiatives that local communities have undertaken to reduce and prevent crime in their areas.

A wide variety of initiatives undertaken by both local councils and local non-government organisations and individuals are considered.

- 1.45 Chapter 4 considers the measurement of crime and crime statistics within Australia by national, State and Territory authorities. Issues such as barriers to the accurate reporting of crime, the types of publications available, and crime reporting mechanisms overseas are also examined.

## **Fear of Crime**

### **Introduction**

- 2.1 Crime and fear of crime are significant matters of concern to communities across Australia. This Chapter contains a review of evidence received by the Committee which demonstrates that the issues surrounding crime and fear of crime are complex and often inconsistent. The Committee has examined a range of surveys conducted by several different organisations, the results of which demonstrate some key themes:
- some people may be afraid of particular types of crime but not of others;
  - some individuals may be afraid of crime in the home but not in public places;
  - there is a wide range of perceptions of crime, which differ across sections of society, for example, women and older Australians;
  - many factors contribute to fear of crime, including personal victimisation, anecdotal evidence and the reporting of incidents in the media; and
  - the perception of the extent of criminal activity is not supported by the evidence of crimes committed.
- 2.2 In the course of its Inquiry, the Committee received a substantial number of submissions from individuals who shared with the

Committee their personal experiences and fears. Not surprisingly, many of these submissions were provided on a confidential basis in the interests of personal safety. The Committee appreciates receiving these submissions and has taken them into account in the preparation of this Report.

- 2.3 Importantly, the number of submissions prepared by such individuals demonstrated to the Committee that fears of crime are widespread, and have had a crippling effect on some groups within our society.
- 2.4 However, the Committee also found that there is little correlation between the levels of fear experienced and the actual levels of reported crime.
- 2.5 This Chapter will examine some of the underlying reasons for these fears and the factors which contribute to them, as well as the means by which they are being addressed in different parts of Australia, in response to the specific requirements of certain sectors of the community.

## **Fear of crime – a significant community issue**

- 2.6 The Committee is aware that surveys have been conducted by shire councils, locally-based organisations and government agencies, including the police, which identified crime and fear of crime as among the most significant issues of concern within communities across Australia.
- 2.7 The Committee's attention was drawn to several general surveys which have been conducted by council or government bodies. Surveys have also been conducted which target the needs of particular sections of the community, for example, women and older Australians. Some councils have conducted public meetings to ascertain the level of concern amongst the community on certain issues. The Committee is also aware that specific crime surveys have been conducted by police and criminology organisations.
- 2.8 The Committee recognises that it is difficult to compare the findings of such surveys as a result of differences in methodologies employed and questions asked. The Committee noted that there was a lack of consistency in terms of whom the surveys covered, how they were completed and whether they focussed on crime alone or addressed other community issues as well. Notwithstanding this, from the

findings of community surveys, it is evident that fear of crime is a serious community concern.

## Findings of local councils

2.9 The Committee received evidence from a range of local councils, representing both metropolitan and regional areas.<sup>1</sup> The Committee noted that generally the surveys conducted by local councils were aimed at determining the communities' views on the priorities to be addressed by them. Canterbury City Council, for example, informed the Committee that:

In one study we conducted recently, Council was merely consulting the community about priorities for its own management plan. Given the many other services we provide we did not expect that the one issue more residents ranked as both "most important" and "requiring urgent attention" for Council to address would be "law and order", yet it ranked highest amongst 800 households randomly surveyed.<sup>2</sup>

2.10 In fact the residents of Canterbury had been asked to consider 29 different services and issues. 'Law and order' was the issue identified as the one most needing to be addressed by the Council.<sup>3</sup>

2.11 Similarly, the Sutherland Shire Council in New South Wales:

undertook research with 17,000 residents for our strategic plan and one of the highest priorities that came through from residents was about perceived levels of crime. Crime and the fear of crime ... can hold older people hostages in their homes.<sup>4</sup>

2.12 The residents of the City of Gosnells in Western Australia were also surveyed to ascertain the greatest need in the community. The extensive survey found security and safety, coupled with the fear of crime, to be one of the two highest issues of concern.<sup>5</sup> A *Community*

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1 Sutherland Shire Council, the City of Gosnells, Fairfield City Council, City of Kalgoorlie-Boulder, Great Lakes Council (Forster-Tuncurry), Port Stephens Shire, and Canterbury City Council.

2 Canterbury City Council, *Submission 31*, p. 10.

3 Canterbury City Council, *Submission 31*, p. 10.

4 Mr David Ackroyd, Manager, Community Services, Sutherland Shire Council, *Transcript of Evidence*, 10 October 2002, p. 326.

5 City of Gosnells, *Submission 68*; Mayor Pat Morris, *Transcript of Evidence*, 1 July 2004, p. 1812.



*Needs Analysis* and a *Safety and Security Audit* conducted by the City of Kalgoorlie-Boulder also identified public safety as a major area of concern.<sup>6</sup>

- 2.13 In a survey focusing on the views of women, the Fairfield City Council found that violence in the community was their highest concern.<sup>7</sup>
- 2.14 The Great Lakes Council situated at Forster-Tuncurry, New South Wales, informed the Committee that it regularly holds public meetings to listen to the concerns, perceptions and experiences of the people in the community. The Council observed that perceptions of crime have a negative impact on peoples' sense of personal safety and good neighbourly behaviour.<sup>8</sup>
- 2.15 The Canterbury City Council advised that it also conducts open-ended consultations for 'our Social Profile, our Youth Summit and our Community Safety Summit' which also identified law and order as a community priority.<sup>9</sup>
- 2.16 Notwithstanding that local councils serve diverse constituencies with differing needs, evidence to the Committee demonstrates that they share similar findings in relation to perceptions of crime and fear of crime experienced within their communities.

## Findings of other community organisations and interests

- 2.17 Organisations other than local councils agreed that fear of crime was a significant issue.
- 2.18 Groups such as Neighbourhood Watch have been involved in ascertaining levels of awareness and concerns about crime within their localities. The Ravenswood Neighborhood Watch (Launceston) Group, for example, contended that fear of crime in their region was an important issue to be addressed, given the high crime rate there and its share of elderly residents.<sup>10</sup>
- 2.19 The Australian Federal Police advised that the levels of fear of crime are also identified through a *National Survey of Community Satisfaction with Policing* which is conducted by the Australasian Centre for

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6 The City of Kalgoorlie-Boulder, *Submission 62*, pp. 3-4.

7 *Exhibit 38*.

8 Great Lakes Council, *Submission 87*.

9 Canterbury City Council, *Submission 31*, p. 10.

10 Ravenswood Neighbourhood Watch, *Submission 72*.

Policing Research (ACPR). ACPR conducts a telephone-based survey which includes questions such as:

How concerned are you about being a victim of motor vehicle theft?

How safe would you feel at home by yourself after dark?<sup>11</sup>

- 2.20 The Office of the Status of Women advised the Committee of a *Women's Safety Australia* survey which measured physical and sexual violence perpetrated on women and women's feelings of safety in the community and at home. The survey found that 17 per cent of women reported living in fear for their personal safety after being sexually assaulted.<sup>12</sup>
- 2.21 The results of a survey conducted through the electorate office of the Hon Bruce Baird MP (Federal Member for Cook) indicated that crime was the issue considered to be the most important. Of the 1,559 respondents to the survey, 95 per cent thought the area to be less safe than it was five years ago, 53 per cent felt threatened by gangs in the neighbourhood, and 91 per cent did not feel safe travelling by train at night. Mr Baird concluded that these figures indicate the existence of real unease in the community about levels of crime.<sup>13</sup>

## Who fears crime?

### General observations

- 2.22 The Committee recognises the difficulty of making generalisations in answering the question 'who fears crime?' as fear will depend on a range of factors and circumstances. Determining which people within the community most fear crime is complex as fear of crime affects different people in different ways at different times and in different locations. The Committee notes the observation of the *National Crime Prevention Program* that:

fear of crime is complex, in that some people may be afraid of particular types of crime but not of others. Moreover, some

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11 Australian Federal Police, *Submission 64*, p. 7.

12 Office of the Status of Women, Department of the Prime Minister and Cabinet, *Submission 88*, p. 17.

13 Hon Bruce Baird MP, *Submission 46*, p. 2.

individuals may be fearful of crime in the home, but not in public places.<sup>14</sup>

- 2.23 By way of example, Queensland Government surveys including studies conducted by Queensland Rail suggest that:
- older people have a greater fear of being a victim on public transport;
  - parents fear transport crime as teenagers travel a lot by night for their leisure activities;
  - female teenagers have a greater fear of physical assault and other crimes against the person;
  - higher income earners demonstrate higher levels of fear than low income workers; and
  - white collar workers demonstrate higher levels of fear than blue collar workers.<sup>15</sup>
- 2.24 Levels of fear also vary according to whether people are at home or in public places and whether the activity occurs during daylight hours or after dark. The Victoria Police submission provided statistics relating to fear of crime gathered during a *National Survey of Community Satisfaction with Policing* conducted during the 2001/2002 fiscal year. The survey indicated that:
- 94.3 per cent of respondents felt safe or very safe at home by themselves during daylight hours in Victoria. This compares to a national average of 91.3 per cent;<sup>16</sup>
  - 81.6 per cent of respondents felt safe or very safe at home by themselves during the night in Victoria. The national average was 80.4 per cent;
  - 90.5 per cent of respondents felt safe or very safe whilst walking or jogging locally during the day in Victoria. The national average was 87.6 per cent;
  - 42.9 per cent of respondents felt either safe or very safe whilst walking or jogging locally during the night in Victoria. The national average was 39.8 per cent.<sup>17</sup>

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14 Attorney-General's Department, *The National Crime Prevention Program*, p. 27.

15 Queensland Government, *Submission 100*, p. 9.

16 Victoria Police, *Transcript of Evidence*, 9 September 2003, p. 3.

17 Victoria Police, *Submission 73.1*, p. 2.

- 2.25 The national statistic that approximately 60 per cent of Australians do not feel safe taking exercise in their localities during the night was borne out by a resident who told the Committee that he did not feel safe on the streets of Geraldton after dark:

I might add that I am also speaking for many more members of this community who will attest their fears also ...<sup>18</sup>

- 2.26 The *National Survey of Community Satisfaction with Policing* survey also provided statistics indicating the level of community fear relating to the following particular offences in Victoria and in Australia more generally:<sup>19</sup>

	Victoria	Australia
Sexual assault	36.7 per cent	40.5
Physical assault	52.2	56.4
Housebreaking	70.7	74.9
Motor Vehicle Theft	69.4	70.0
Fraud/Credit Card Theft	59.1	59.7
Internet Based Crime	44.2	44.4

- 2.27 The above statistics reflect concerns within the wider community. With regard to which sections of the community may be most fearful of crime, however, the Families and Friends for Drug Law Reform singled out older Australians and women:

The female shopper or elderly citizen is in fear of the young hooligan on drugs snatching her or her bag in the car park.<sup>20</sup>

- 2.28 The notion that drug addition is a root cause of crime is shared by Mr Bob Bottom who contends that, as a direct result of the illicit drug trade:

A heightened fear of crime has evolved in the wider community with more and more people being burgled or robbed or injured or even killed by persons affected by drugs.<sup>21</sup>

18 Mr Malcolm Smith, Group General Manager, Geraldton Newspapers Ltd, *Transcript of Evidence*, 18 November 2002, p. 443.

19 Victoria Police, *Submission 73.1*, p. 3.

20 Families and Friends for Drug Law Reform, *Submission 77*, p. 21.

21 Mr Bob Bottom, *Submission 99*, p. 1.

- 2.29 The Committee was disturbed to find that children in certain circumstances feared being a victim of crime, particularly in relation to domestic violence.
- 2.30 While older Australians, women and to some extent children are perceived to experience the greatest levels of fear of crime, the Committee found that a significant level of fear of crime exists among small business owners and employees. Other elements causing fear are organised crime, and the possibility of being a victim of fraud, especially in relation to electronic commerce.
- 2.31 The Committee was told that other factors contributing to fear of crime include graffiti, vandalism, or other aspects of the built environment that reflect a general state of disrepair. In addition, the frequent presence of drunks, vagrants, or unruly gatherings of young men can add to people's fear of crime.<sup>22</sup>

## Older Australians

- 2.32 The following extract from a submission of an elderly citizen typifies many submissions made by individuals to the Committee:

As an elderly lady who lives alone I have a strong fear of crime. My house is locked up both night and day and I feel I need a guard dog to help protect me. There have been a number of break-ins in my area including my neighbour's homes. Many of my friends have been victims themselves. One of these ladies has had her home broken into five times and others up to three times. I am frightened to carry a hand bag as one lady I know had her skull fractured when a lout robbed [sic] her for her bag. Then in front of several people sitting out the front of a coffee shop another one of my friends had the strap of her handbag cut and stolen by a lad on a bike ... I will not go outside after dark, and I am frightened [sic] of attackers breaking my bones as I suffer from diminished bone density. My fear of crime has made me lock myself up for my own protection. The worst part is that while the elderly have to lock themselves up the louts roam free.<sup>23</sup>

- 2.33 Another submission referred to an incident where a man demanded money from an elderly citizen:

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22 Attorney-General's Department, *The National Crime Prevention Program*, pp. 27-28.

23 *Submission 39*.

I am in my 80s and have a medical condition ... There is a great fear of crime especially of being injured if you try to protect yourself.<sup>24</sup>

- 2.34 Constable Sue Munro described her findings in ascertaining the perceptions of senior citizens on crime in Geraldton and their individual concerns:

When I speak with senior citizens, their concerns relate more to their homes, their individual security in their homes, walking downtown, their own personal property such as their motor vehicle getting broken into and how they can secure their personal property.<sup>25</sup>

- 2.35 In relation to fear of being a victim on public transport, Ms Healy of the Older Persons Action Centre stated that:

Most people over the age of 75 do not have access to a car – everybody tends to say they do, but they do not – and so public transport becomes a vital thing in their lives.<sup>26</sup>

## Women

- 2.36 The *National Crime Prevention Program* states that:

The factor most consistently and strongly associated with fear of crime is gender. Almost everywhere, women in general tend to be more fearful than men of crime. Australia is no exception. Women are more fearful than men of being alone in their own homes and of walking in their neighbourhood at night. Recent research confirms that women report significantly greater perceived risk and fear of crime than men, regardless of how fear of crime is measured.<sup>27</sup>

- 2.37 While it is true that many women share with the elderly a fear of crime which emanates from ‘the inability of being able to do anything about it’,<sup>28</sup> there is an additional dimension to fear experienced by some women which relates to domestic violence.

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24 *Submission 14*.

25 First Class Constable Sue Munro, Crime Prevention Officer, Western Australian Police Force, *Transcript of Evidence*, 18 November 2002, p. 491.

26 Ms Sue Healy, Older Persons Action Centre, *Transcript of Evidence*, 9 September 2002, p. 68.

27 Attorney-General’s Department, *The National Crime Prevention Program*, p. 27.

28 J M Marshall, *Submission 20*, p. 1.

- 2.38 The Domestic Violence and Incest Resource Centre Inc advised the Committee that from its contact with victims of family violence and sexual assault, DVIRC is aware that many women and children in the community live in fear of continued assaults from their partners/fathers. Domestic violence is a patterned form of behaviour, rather than an isolated event.
- 2.39 According to the Centre, research undertaken by the Australian Institute of Criminology has found that women who are victims of physical violence by a male partner, or by another male, admit to more fear of crime than do other women.<sup>29</sup>
- 2.40 The Office of the Status of Women commented specifically on women's fear of crime. Crime surveys consistently report women as being less likely to be victimized by crime than men and yet more fearful of crime than men. This apparent paradox may be explained by the fact that women are victims of a wide range of hidden violence in the form of domestic violence, sexual assault and threats of assault, as well as harassment. These are crimes which are not well documented by crime surveys.<sup>30</sup>
- 2.41 Analysis of *Women's Safety Australia* data by the Australian Institute of Criminology revealed that women's fear of crime is greatest among those who have lower incomes, those in older age groups and those living with a partner. Women who had experienced violence are more likely to be fearful of crime than other women and this particularly so among women who have been victims of domestic violence. This suggests that women's fear of crime is rational rather than irrational, as suggested by some studies.<sup>31</sup>
- 2.42 The Federation of Community Legal Centres' Violence Against Women and Children Working Group pointed out that females are more likely to know the perpetrator of crime and are often most vulnerable within the 'domestic sphere', that is in their own homes, where they may justifiably fear acts of violence from a spouse or intimate partner:

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29 Domestic Violence and Incest Resource Centre Inc, *Submission 59*, pp. 3-4.

30 Office of the Status of Women, Department of the Prime Minister and Cabinet, *Submission 88*, p. 17.

31 Office of the Status of Women, Department of the Prime Minister and Cabinet, *Submission 88*, p. 17.

This is supported by a recent Australian study that found only 11% of adult male victims were killed by intimate partners, compared to 60% of women victims.<sup>32</sup>

- 2.43 Many women and children who have experienced domestic violence remain fearful of further violence.<sup>33</sup>

## Children

- 2.44 The Committee was told that some children prefer to remain on the streets at night rather than return home to a situation in which they fear they will be abused. Mrs Charmaine Yeates, a Yamatji Patrol Worker, stated about the children that:

We try to talk to them and convince them that the appropriate thing to do is to get into our vans and we will take them home. We take home a lot of children. Sometimes it is not a safe environment. The kids come to the streets because, to them, that is a safer environment.<sup>34</sup>

## Victims of crime

- 2.45 In the 1998 *Crime and Safety Survey*, proportionally more victim than non-victim households surveyed had deadlocks on all doors, security on all windows, and burglar alarms. This may indicate that victims of burglary are more conscious of home security, and try to remove the opportunity for further victimisation.<sup>35</sup>
- 2.46 Although the results from the *National Survey of Community Satisfaction with Policing* survey are not publicly available, the Australian Federal Police advised that the survey has established that a victim of crime is more likely to be fearful of the crime re-occurring, particularly if it is an offence against the person.<sup>36</sup>
- 2.47 According to the Australian Federal Police, repeat victimisation is more likely to occur with assault than for other crimes covered in the *Crime and Safety Survey*. Assault victims in the 1998 survey experienced an average of 2.5 incidents in the period covered by the

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32 Federation of Community Legal Centres' Violence Against Women and Children Working Group, *Submission 85*, p. 2.

33 Western Region Domestic Violence Collective, *Submission 74*, p. 2.

34 Mrs Charmaine Yeates, Manager, Yamatji Patrol, *Transcript of Evidence*, 18 November 2002, pp. 481-482.

35 Australian Federal Police, *Submission 64*, pp. 7-8.

36 Australian Federal Police, *Submission 64*, p. 7.



survey, compared with an average of 1.3 incidents for household victims of burglary and 1.1 incidents for victims of motor vehicle theft.

## Fears held by small business

- 2.48 Evidence to the Committee indicated that the small business sector had reason to fear crime. The Families and Friends for Drug Law Reform stated that:

The owners and workers in small businesses that are so often the soft targets held up by a young man or woman desperate for his or her next fix. The attempt may be half bungled but it still inspires terror and leaves disabling psychological if not other scars on the victims. So much of drug related crime by consumers crowds in on our home, our work and intrudes into the public spaces we frequent.<sup>37</sup>

## Fear of organised and ethnic crime

- 2.49 According to the (then) National Crime Authority the reach of organised crime in Australia is pervasive, multi-faceted and generates enormous negative social and economic impacts:

Fear of organised crime appears to vary and is based both on the impacts of the particular types of crime (drugs, violence, fraud, extortion, corruption, internet crime etc) and the mythology of organized crime groups.<sup>38</sup>

- 2.50 The Committee also notes that there may be significant underreporting of crime in ethnic communities.<sup>39</sup> Dr Richard Basham told the Committee that ethnic community members are often extremely reluctant to cooperate with police.<sup>40</sup>
- 2.51 Dr Basham believes this underreporting of crime in ethnic communities is largely because of a lack of identification with Australian law. Migrants may come from Asian countries where the State does not have the same moral legitimacy as it does for white Australians and victims are often afraid to go to the police.<sup>41</sup>

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37 Families and Friends for Drug Law Reform, *Submission 77*, p. 21.

38 National Crime Authority, *Submission 86*, p. 8.

39 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, p. 267.

40 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, p. 258.

41 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, p. 259.

## Fear of fraud

2.52 In terms of fear of fraud offences, Dr Russell Smith, Director of Research at the Australian Institute of Criminology, told the Committee that there are probably lower levels of fear of fraud offences in the community than other types of crime:

although once a person has been defrauded there is a great apprehension about repeat victimisation.<sup>42</sup>

2.53 Dr Smith added that the other issue relevant to fear is that concerns about security of electronic commerce have tended to retard the development of electronic commerce and that is quite often fear driven. On the impact of these sorts of crimes on victims, sometimes there are very serious financial and personal consequences attached to victimisation. Individuals who are defrauded through theft and information about their identity sometimes have to go to considerable lengths to re-establish a credit rating and to have key proof of identity documents reissued, such as driver's licences. There is a very large impact on business, particularly in the area of electronic commerce where websites have been stolen – the so-called mirroring of websites in which an offender pretends to be a legitimate business and then acts deceptively. In terms of cost:

I think we can be confident that certainly many millions of dollars, perhaps hundreds of millions – or even, using some estimates, up to a billion dollars – are lost each year through fraud offences. On current estimates, approximately 40 per cent of fraud offences may involve some element of misuse of identity, and so in Australia the financial impacts are very large.<sup>43</sup>

## Factors contributing to fear of crime

2.54 Factors contributing to a fear of crime which were identified in submissions and public hearings include:

- personal experience and anecdotal evidence of crime;
- media misinformation and/or omission; and

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42 Dr Russell Smith, *Transcript of Evidence*, 9 September 2002, p. 45.

43 Dr Russell Smith, *Transcript of Evidence*, 9 September 2002, p. 45.

- perception of light sentences.

## Personal experience and anecdotal evidence of crime

- 2.55 The Committee heard from several organisations representing the interests of senior citizens. For example, Mr James Graham, President of the Geraldton and Districts Senior Citizens Action Group, told the Committee that the Group had been in operation for 19 years:

One thing that we are looking at is the welfare of our members, especially their safety ... Our members come to us with problems all the time. Their doors have been smashed and kicked in and they are absolutely petrified to go outside their houses ... All these people are locked in their homes – it is a terrible business. We are trying to do something to improve their lifestyle, but they are frightened to go out. When the sun goes down, they lock themselves up.<sup>44</sup>

- 2.56 The Older Persons Action Centre in Melbourne canvassed the experiences of its members at a meeting and reported that:

Of the 8 people present, each person was able to describe a house break-in of their own home or of a neighbour. None had experienced violence. The prevailing attitude was of annoyance rather than fear.<sup>45</sup>

- 2.57 The Older Persons Action Centre acknowledged however that:

We know of many older people who feel much more threatened by such break-ins.<sup>46</sup>

- 2.58 Lgov NSW suggests that:

we need to get away from the concern about the disparity between recorded criminal incidents (the statistics) and the fear of crime (the perceptions) and deal more squarely with fear of crime as a social phenomena in its own right. Whilst it is not a total explanation, it is hardly surprising that the fear of crime tends to relate to those types of crime that we know tend to be underreported. These underreporting rates are quite significant. Therefore, people may develop their fears not by reading crime statistics or indeed by media reporting

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44 Mr James Graham, President of the Geraldton and Districts Senior Citizens Action Group, *Transcript of Evidence*, 18 November 2002, p. 482.

45 Older Persons Action Centre, *Submission 45*, p. 1.

46 Older Persons Action Centre, *Submission 45*, p. 1.

(or over-reporting crime statistics or individual incidents), but through their knowledge of local people who are choosing not to report crimes against the person such as assault, sexual assault and robbery.<sup>47</sup>

## The role of the media

- 2.59 In evidence to the Committee, criticism was leveled at the media for generating fear of crime through failing to provide a balance in reporting incidents of criminal activity. The Committee notes that media coverage enables people to make comparisons and become more critical. However, criticism seemed to focus on lack of balance in reporting. The Committee sees a great need for accurate and contemporary statistics to be readily available to provide such balance.
- 2.60 The Australian Federal Police Association stated in its submission that fear of crime is often out of proportion to the reality of its threat to the average person:
- In many respects the capacity for the media to make the worst excesses of humanity accessible to the broader community on a daily and greater basis, serves only an expansion of fear and loathing.<sup>48</sup>
- 2.61 The Inverell Shire Council also expressed concerns about the role of the media, notwithstanding that to a degree rural communities tend to see themselves as more removed from the possibility of violent crimes and thus the impact of crime reportage in the national media may be regarded as less influential in driving community definitions and perceptions of crime. Local media, both electronic and print, however continue to play a significant role in this regard.<sup>49</sup>
- 2.62 ACT Neighbourhood Watch Association suggested that fear of crime may well be increased because the media reports more of it.<sup>50</sup>
- 2.63 The Inverell Shire Council observed that the perception of crime within the community is predominantly driven by the media, which has a tremendous impact in terms of how crime is generally perceived and ultimately defined in society. According to the media, in both

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47 Lgov NSW, *Submission 57*, pp.9-10.

48 Australian Federal Police Association, *Submission 70*, p. 14.

49 Inverell Shire Council, *Submission 61*, p. 1.

50 ACT Neighbourhood Watch Association, *Submission 92*, p. 2.

fictional and factual types of reportage, crime tends to be defined as 'street crime', which is thus associated with personal terror in which fear and violence are seen as central. This has significant implications for the fear of crime within certain sections of the community.<sup>51</sup>

## Perception of light sentences

2.64 The Caxton Legal Centre suggested that there would appear to be fairly widespread disillusionment with the Court system, and a fear that offenders are not being sufficiently punished.<sup>52</sup>

2.65 This contention was supported by the *Enough is Enough* organisation which submitted that fear of crime:

is compounded by the frustration with the legal system which appears to be letting all offenders off lightly.<sup>53</sup>

2.66 Mrs Joy Potts, giving evidence on behalf of the Country Women's Association of New South Wales, also observed that the judges are 'still coming up with amazingly light sentences'.<sup>54</sup>

2.67 When this is perceived to occur, according to one submission, the impact on victims of crime is:

Resentment, utter resentment. Enormous anger and utter hatred of the Courts and all those involved in seeking to mollify the impact of the criminal justice system on the offender.<sup>55</sup>

2.68 Another perspective on the administration of the law was expressed by Mr Kevin Lindeberg who believes that a perception of double standards in the way in which the law is administered can contribute to a sense of fear of crime within the community:

Nothing engenders fear of crime or instils a sense of hopelessness more in any society than to have law-enforcement by double standards which, in turn, may tend to encourage ordinary citizens, out of disrespect, to take the law into their own hands to achieve so-called 'justice' when they see others in high places escape palpable wrongdoing while

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51 Inverell Shire Council, *Submission 61*, p. 1.

52 Caxton Legal Centre, *Submission 82*, p. 3.

53 Enough is Enough, *Submission 94*, p. 2.

54 Mrs Joy Potts, *Transcript of Evidence*, 10 October 2002, p. 315.

55 Mr Paul Neri, *Submission 18*, pp. 2-3.

they, not so socially, financially or politically advantaged, must face the full force of the law when they breach it.<sup>56</sup>

- 2.69 The Committee also notes that, other than particularly long sentences, the media tends not to report stronger sentences.

## What are the effects of fear of crime?

- 2.70 Fear of crime impacts on the community in significant ways, including:
- withdrawal from participating within the community;
  - altered lifestyle and implications for health and well-being;
  - socio-economic consequences; and
  - effects on small business, particularly tourism, when a community is perceived to be unsafe.

## Withdrawal from participating within the community

- 2.71 The view was expressed to the Committee that property crime erodes our community spirit and creates a climate of suspicion towards those people seen walking around our suburb who are not known to us:

Particularly young males (16yrs to 25yrs).<sup>57</sup>

Elderly are afraid as they cannot protect themselves and realise they can easily be pulled up on deserted roads at night. Elderly people are staying home instead of taking the risk of being a victim.<sup>58</sup>

- 2.72 The Canterbury City Council believes that fear of crime stifles the participation of residents in community life and undermines their well-being. It disrupts their effective functioning in the community, damages social harmony and generates tensions and isolation which lead to further crime, major costs to the community and significant human suffering amongst victims, perpetrators and their families.<sup>59</sup>

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56 Mr Kevin Lindeberg, *Submission 142*, p. 3.

57 Mr Philip Gunnell, *Submission 27*, p. 2.

58 Seventh Day Adventist Church, *Submission 29*, p. 1.

59 Canterbury City Council, *Submission 31*, p. 9.

- 2.73 The Fairfield City Council refers to the impact that violence has on women's lives:

Fear of crime is a particularly important issue for women because it restricts their freedom to participate fully in society.<sup>60</sup>

- 2.74 One submission observed that:

Fear of crime is a daily part of our lives. It doesn't rule our lives but it saps our quality of life.<sup>61</sup>

### **Altered lifestyle: implications for health and wellbeing**

- 2.75 Several submissions commented on the effects of fear of crime on their lifestyle, which included refraining from going out at night and barricading themselves in their own homes. One submission pointed out that:

Many 'older Australians' recall their youth when their house was left unlocked, and indeed the car was not even fitted with locks.<sup>62</sup>

- 2.76 Another submission commented on their reluctance to leave their home and the impact this has on the 'Australian' way:

My wife and I despite all our security measures we have taken are now reluctant to leave the house for any length of time. The only security measures left to secure our house is to install metal shutters or bars to the windows and fitting a steel mesh throughout the ceiling/roof cavity. However, we have no wish to turn our house into a mini fortress as the external appearance of a fortified home is a sign of defeat to the criminals and should not be the 'Australian Way'.<sup>63</sup>

- 2.77 Yet another submission expressed regret at changes to their lifestyle arising from fear of crime:

So now we have to live in a jail and also remember to lock our doors when we are out in the garden.<sup>64</sup>

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60 *Exhibit 38.*

61 Mr Paul Neri, *Submission 18*, p. 2.

62 Neighbourhood Watch O'Malley ACT, *Submission 26*, p. 3.

63 Mr Phillip Gunnell, *Submission 27*, p. 2.

64 *Submission 10.*

2.78 The Older Persons Action Centre found that a number of older women have moved into some form of supervised living as a result of fear of break-ins:

As people grow frailer, they become more nervous, which may affect their quality of life.<sup>65</sup>

2.79 The Country Women's Association of Australia also commented that there is a great fear of crime in the city areas in particular, and that as a result, many of their members will not go out at night and live behind bars and locked doors.<sup>66</sup>

2.80 It would appear that most older people reliant on public transport are reluctant to undertake journeys after dark.

2.81 Some submissions however recognised that society has changed, and while not condoning the negative aspects of modern society, they accepted that people must alter their lifestyle to accommodate this. For example, the Older Persons Action Centre told the Committee:

In our group we all revealed we now take more care even in our own home – locking front and back doors and closing most windows while we are working around the house or in the garden. We do not feel that our lives are circumscribed by our caution, but that life for all people is now under different rules than it was when we were young.<sup>67</sup>

2.82 Nonetheless, as one submission pointed out:

Anyone who has had their home ransacked can speak of the invasion of their personal space and their losses. Some losses are of irreplaceable items such as documents and family jewels, collections of stamps and coins and other types of personal treasures. In addition the tendency towards home trashing by intruders adds to the drama.<sup>68</sup>

2.83 Another victim of property theft stated that:

we were insured and ... whilst we were financially recompensed nothing could replace those items of sentimental value that were never recovered.<sup>69</sup>

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65 Older Persons Action Centre, *Submission 45*, p. 1.

66 Country Women's Association of Australia, *Submission 49*, p. 1.

67 Older Persons Action Centre, *Submission 45*, p. 1

68 Neighbourhood Watch, O'Malley ACT, *Submission 26*, p. 3.

69 Mr Phillip Gunnell, *Submission 27*, p. 1.



- 2.84 It is evident that the effects on people who have been victims of crime of any kind are extremely traumatic, and often life-changing. The trauma can cause physical illness, and, in the older generation, can often be life-threatening.<sup>70</sup>

### Socio-economic consequences

- 2.85 The Committee received many submissions addressing the financial costs of fear of crime to householders, particularly in relation to fitting locks and security devices to their homes. The following extracts are typical:

As a result of the second burglary ... we spent a considerable amount of money to fit motion lights around the house, another security door to our rear French doors and a back to base burglar alarm. In addition to the financial outlay we have now incurred a monthly fee (\$45.00) to support the back to base monitoring.<sup>71</sup>

We have had to go to the expense of bars on all our windows after threat of being invaded while we slept.<sup>72</sup>

- 2.86 One submission pointed to the relationship between fear of crime and levels of income:

When you are on \$360 per week in hand and have to pay all expenses from mortgage to food bills the theft of even twenty dollars is very hard to handle. The loss of any personal possession is a major disaster, try replacing a video machine or TV let alone any essential household items on a pension as sole income. Try replacing a family car on that income. To that extent our fear of crime is very real.<sup>73</sup>

- 2.87 Another submission commented on the costs incurred by his family following a house break-in through a partially open upper storey window and the theft of his car from a locked garage:

A longer-term impact was the request by the insurance company to fit deadlocks to all doors and locks to all windows. Most of the windows on the ground level of the house had locks already but none of the doors had deadlocks.

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70 *Submission 10.*

71 Mr Phillip Gunnell, *Submission 27*, p. 1.

72 *Submission 10.*

73 *Submission 135.*

To comply with the request cost just short of \$1000. It would have been more but for the assistance of family in fitting the deadlocks. The impact of the loss of the car was more difficult to assess.<sup>74</sup>

## Effects on small business, particularly tourism

- 2.88 Crime, whether it be the incidence or fear of crime, and/or victimisation costs the community economically as well as socially.
- 2.89 One consequence of crime for small business related to the tourism industry in Geraldton. Mr Brian Boardman, a board member of the *Give Me Geraldton Any Day Positive Campaign Committee*, was concerned that the city of Geraldton which will be spending millions of dollars on developing a foreshore, an environment that would be attractive to both townsfolk and visitors, tourism being a growth area for Geraldton, would be disadvantaged by the behaviour of groups of people from 10 o'clock in the morning who terrify tourists.<sup>75</sup>
- 2.90 The Great Lakes Council also expressed concern about the effects of fear of crime on the tourism industry:
- Street behaviour is the one that we see as the public problem. It particularly impacts on our local citizens and the tourist trade as well. It creates some terrible economic problems for us, because we have to spend an awful lot of dollars to get new people back, rather than the ones that have already come and do not come back because of the behaviour in the streets. Many of the people that do come here—I am talking about the people who settle around town for their holidays—are going out late at night, and this is when the problems occur.<sup>76</sup>
- 2.91 The Country Women's Association of New South Wales observed that the effect of even petty crimes against small businesses, such as graffiti and nightly smashing of windows, is wearing down the owners. According to the Country Women's Association of New South Wales, many do not bother to report such incidences to the police:

Service stations have to employ security guards and pharmacists lock themselves in, opening to only known

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74 *Submission 63.*

75 Mr Brian Boardman, *Transcript of Evidence*, 18 November 2002, p. 483.

76 Mr John Stephens, *Transcript of Evidence*, 7 June 2004, p. 1746; see also Mrs Judy Payne and Mr Ken Sheather, *Transcript of Evidence*, 7 June 2004, p. 1762.

customers after 5pm. The psychological effect on victimised owners and employees cannot be calculated; who knows what long term effect the victim will have as a result of having a knife or gun – any weapon – brandished at him. We see new staff at service stations which have been violated.<sup>77</sup>

## Disparities between levels of crime and fear of crime

- 2.92 The Committee found a significant mismatch between the levels of fear of crime and the actual levels of crime. Lgov NSW, which represents 172 local councils, 20 county councils and 13 Regional Aboriginal Land Councils in New South Wales, refers to the findings of Cook, David and Grant (1999)<sup>78</sup> that fear of crime is generally much higher than the measured level of crime. Despite the statistics on victimization occurring in the home with offenders known to the victim, many people are most afraid of the unpredictable strangers in an uncontrollable environment.
- 2.93 The Queensland Government stated that those who report being the most fearful of crime are often the least likely to be victims of crime, for example, elderly people. Females aged 55 and over are the least victimized group according to official statistics, yet reportedly are the most afraid.<sup>79</sup>
- 2.94 The Caboolture South Public Safety Project submitted that:
- Aged members of our community are particularly fearful of being a victim of crime. Their representation in the actual incidents of crime however are not indicative of legitimate cause for their fear, yet it exists nonetheless ... Actual risk to aged people is minimal on comparison to other groups.<sup>80</sup>
- 2.95 Mr David Madden, Deputy Commissioner of Operations, New South Wales Police, also asserted that the fear of becoming a victim is greater than the likelihood of actually becoming a victim. According to Mr Madden, while 80 per cent of the community felt that they were likely to become a victim of crime, only one in 20 persons is likely to

77 Country Women's Association of New South Wales, *Submission 30*, p. 4.

78 Cook B, David F and Grant A, *Victims' Needs, Victims' Rights – Policies and Programs for Victims of Crime In Australia*, Australian Institute of Criminology Research and Public Policy Series No. 19, Canberra 1999.

79 Queensland Government, *Submission 100*, p. 9.

80 Caboolture South Public Safety Project, *Submission 79*, p. 2.

be a victim of assault and only one in every 15 households is likely to become a victim of break and enter.<sup>81</sup> Mr Madden observed:

But the perception is another issue ... If you take the young people who hang around railway interchanges, for instance, there is a perception of fear generated by their presence. Often they are referred to as a gang. The reality in many cases is that they are simply school teenagers who are on their way home, but there is a perception generated that they are in fact gang members – by their behaviour, their attitude ... their behaviour is intimidating to other people.<sup>82</sup>

2.96 The Australian Federal Police also noted that fear of crime indicators have shown that a heightened perception or fear of crime does not necessarily correlate with the actual levels of reported crime, and low scorings on indicators of a fear of crime within a community can often appear in locations where high levels of crime actually do exist.<sup>83</sup>

2.97 The Police Association of Victoria contended that it is:

Well aware that whilst the elderly are least likely to be victims of crime, it appears that the perception among the elderly is that they have a significant fear of crime.<sup>84</sup>

2.98 The Committee was told that it may be that one of the reasons for the low level of violence against older people is that they are careful not to put themselves in dangerous situations:

while we realise that older people are less likely to be the objects of attacks than other people, we feel that one of the reasons for this is that we try to take care not to put ourselves in frightening situations.<sup>85</sup>

2.99 The Inverell Shire Council also submitted that fear of crime in the community is largely felt and expressed by the elderly and women even though these groups are less likely to become victims of crime:

Data that is available, would tend to indicate that males are in fact more likely to be involved as both victims and perpetrators of crimes against the individual and as

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81 Mr David Madden, *Transcript of Evidence*, 9 October 2002, p. 273.

82 Mr David Madden, *Transcript of Evidence*, 9 October 2002, p. 274.

83 Australian Federal Police, *Submission 64*, p. 6.

84 The Police Association of Victoria, *Submission 38*, p. 2.

85 Ms Healy, Older Persons Action Centre, *Transcript of Evidence*, 9 September 2002, p. 67.

perpetrators of malicious damage and crimes against property.

Whilst the fear of crime is most often expressed by the elderly and by women, this fear appears to be disproportionately felt by these groups when compared to actual “reported” crime statistics.<sup>86</sup>

- 2.100 Evidence to the Committee suggested however that the statistics may be skewed because not all crimes are reported. One submission conjectured that older citizens do not report crime for fear of reprisals.

## Recommendation 2

- 2.101 **The Committee recommends that State and Territory Governments be encouraged to work more closely with organisations representing the elderly to collect more accurate data on the extent of unreported crimes committed against older Australians.**

- 2.102 Evidence also suggests that some crimes against women may go unreported. Dr Chris Atmore of the St Kilda Legal Service Cooperative observed that:

while men appear in official crime statistics as more likely than women to be victims of crimes like physical assault, there are a number of reasons why there is such a skew in that data. One of the reasons obviously is the fact that when you actually factor in crimes like sexual assault and domestic violence against women those crimes, as we know, are far less likely to come to official attention.<sup>87</sup>

- 2.103 Dr Atmore went on to say:

I think women, and also the elderly as a group, are often represented as having somehow an unreasonable or disproportionate fear of crime, given the official picture of who is most likely to be victims of interpersonal violence ... if we do factor in more systematically intimate violence against women – things like rape, domestic violence and sexual

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<sup>86</sup> Inverell Shire Council, *Submission 61*, pp. 1-2.

<sup>87</sup> Dr Chris Atmore, St Kilda Legal Service Cooperative Limited, *Transcript of Evidence*, 10 September 2002, p. 109.

harassment – there is some significant research that suggests that women’s fear of crime is not disproportionate at all; it is actually a reflection of the fact that a lot of their experience comes from already having been victimized in some form or another. If a woman has a fear of traveling on public transport at night, she may not ever have experienced an assault in that context, but my argument and the argument of some leading researchers is that that fear can be a projection of her risk of sexual victimisation in other intimate contexts. I think that can partly explain the high level of fear of crime in women.<sup>88</sup>

### Recommendation 3

- 2.104 **The Committee recommends that State and Territory Governments be encouraged to work more closely with women’s centres and refuges to collect more accurate data on the extent of unreported crimes committed against women.**
- 2.105 In relation to public transport crime, survey data indicates a disproportionately high level of fear in the community, both at a State/Territory and National level. Those perceptions exist despite empirical evidence suggesting that crime on public transport is low when placed in context. A number of factors influence these negative perceptions including:
- constant negative media attention and sensationalism;
  - second-hand accounts of experiences of public transport crime;
  - actual experiences of public transport crime; and
  - low awareness of public transport security measures and personnel.<sup>89</sup>
- 2.106 The Caxton Legal Centre pointed out however that there is extensive research material available that establishes that the risk of violent assault by a stranger is statistically much less significant than the risk of injury to the person from family members.<sup>90</sup>

88 Dr Chris Atmore, *Transcript of Evidence*, 10 September 2002, p. 110.

89 Queensland Government, *Submission 100*, p. 9.

90 Caxton Legal Centre, *Submission 82*, p. 3.

- 2.107 Nonetheless, there is considerable profile given to risk from strangers – either through, for example, violent attack, or through inadvertent injury from the by-product of criminal behaviour such as needle-stick injuries.
- 2.108 It seems clear that the more factual statistics that can be put across to a community, the less chance there will be of people living in fear of crime.

## Combating fear of crime

- 2.109 Strategies for combating fear of crime were raised in evidence to the Committee. They included:
- police resources and initiatives;
  - promoting caution and commonsense;
  - informing the community of local government initiatives; and
  - provision of accurate data on the nature and incidence of crime.

## Police resources and initiatives

- 2.110 Victoria Police advised that most of the programs developed within the Community Consultation and Crime Prevention Office of Victoria Police are done so with the knowledge that the perception and fear of crime is as great as the actualisation of crime. As such, the underpinning philosophy is that projects must not only be aimed at crime prevention, but also at reducing fear. This is particularly the case with groups identified as being more vulnerable, that is, older Victorians and women.<sup>91</sup>
- 2.111 According to the (then) National Crime Authority, law enforcement agencies working on organised crime are acutely aware of both the public perceptions and fears of organised crime and consider both in the context of national strategies to counter organised crime.<sup>92</sup>
- 2.112 The National Crime Authority also advised the Committee that a crucial element in investigating organised crime was financial intelligence, especially from the Australian Transaction Reports and

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91 Victoria Police, *Submission 73*, p. 2.

92 National Crime Authority, *Submission 86*, p. 8.

Analysis Centre (AUSTRAC), in 'revealing the anatomy of organised crime'.<sup>93</sup>

2.113 An example of an initiative by the National Crime Authority was *Operation Swordfish*, set up to target organised fraud on the Commonwealth, including tax evasion and money laundering and associated or underlying criminal activity. The operation involved a number of Commonwealth and State agencies.<sup>94</sup>

2.114 Police forces in the States and Territories acknowledge ethnic-based and organised crime and have task forces to deal with them. However, the Committee has been told that:

Organised crime – particularly Lebanese-based organised crime and, similarly, Asian-based crime - have taken a foothold in New South Wales in the past five years and have spread all over Australia.<sup>95</sup>

2.115 Mr Priest said that the New South Wales Police had no organised crime experience and therefore was ill equipped to deal with the emerging Lebanese crime gangs who were, in effect, 'handed the keys to the city of Sydney.'<sup>96</sup> Mr Priest also believes that claims that race is not the issue in organised crime are both 'stupid and dangerous':

My prediction is that within 10 years Middle Eastern crime groups will have spread and their influence will extend across Australia as they seek to expand their enterprises.<sup>97</sup>

2.116 The Committee notes revelations earlier this year that a report on organised crime prepared by former Assistant Commissioner Clive Small in October 1999 had been ignored by the (then) New South Wales Police Commissioner Peter Ryan. The report noted that organised crime syndicates were well established in New South Wales, and supported Mr Priest's contention that ethnic background was an important element in the composition of criminal groups.<sup>98</sup>

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93 Mr David Gray, National Crime Authority, *Transcript of Evidence*, 9 October 2002, p. 223.

94 See Mr Marshall P Irwin, *Investigation of Fraud by the National Crime Authority: Operation Swordfish – Catching the Big Fish*. Paper presented at the Fraud Prevention and Control Conference, 24-25 August 2000.

95 Mr Tim Priest, *Transcript of Evidence*, 10 October 2002, p. 339.

96 Mr Tim Priest, 'Don't turn a blind eye to terror in our midst', *The Australian*, 12 January 2004.

97 Mr Tim Priest, 'Don't turn a blind eye to terror in our midst', *The Australian*, 12 January 2004.

98 Edited version of Report by Assistant Commissioner Clive Small, October 1999, published in *The Sunday Telegraph*, 1 February 2004, p. 48.



- 2.117 The report noted that ‘investigations involving ethnic groups has outstripped the agencies’ access to interpreter and cultural support’. Together with financial constraints this meant that:
- drug and organised crime groups requiring attention now are being left to grow stronger and more difficult to dismantle, and the threat they posed to the State and its institutions is increasing.<sup>99</sup>
- 2.118 The report noted that the threat posed by drug and organised crime had been underestimated; that resources available to investigate such criminal activity are inadequate and that:
- The increasing relevance of ethnicity to major investigations has been accompanied by a decreased operational capacity due to language barriers and lack of immediate interpreter capacities where electronic intercepts are used.<sup>100</sup>
- 2.119 Such conclusions are supported by Dr Basham who advised that underreporting of crime in ethnic communities not only ‘hampers the police in their inquiries but provides a fertile field for further criminal activity’.<sup>101</sup> Further:
- Attempting to cope with crime perpetrated by people who live in different cultural worlds, without understanding those worlds, is not only foolish; it is a waste of police time and resources.<sup>102</sup>
- 2.120 Dr Basham believes that it is necessary that ethnic Australians are shown that they ‘can get the full protection of Australian law, because the primary victims of ethnic crime are co-ethnics’.<sup>103</sup> He also drew attention to the fact that often ethnic liaison officers can assist but also intimidate via local communities: ‘they become gatekeepers and they can become real problems’. Accordingly:
- the goal should be ... a situation where you have large numbers of people of Asian background who want to become police officers.<sup>104</sup>

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99 Edited version of Report by Assistant Commissioner Clive Small, October 1999, published in *The Sunday Telegraph*, 1 February 2004, p. 48.

100 Edited version of Report by Assistant Commissioner Clive Small, October 1999, published in *The Sunday Telegraph*, 1 February 2004, p. 48.

101 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, pp. 258-9.

102 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, p. 259.

103 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, p. 259.

104 Dr Richard Basham, *Transcript of Evidence*, 9 October 2002, p. 261.

## Recommendation 4

2.121 **The Committee recommends that State and Territory police forces further recruit from ethnic groups that are involved in significant crime, with the aim of promoting greater cultural understanding and thereby over time reducing ethnic-based crime, including organised crime, and the fear of crime within ethnic communities.**

2.122 Mr David Madden of the New South Wales Police told the Committee that:

We do not have total control over the community's perception of crime or their fear of becoming a victim. However, we believe that we are having some considerable impact on this.<sup>105</sup>

2.123 Mr Madden advised that when he and the Commissioner were appointed to their positions, they focused on trying to reduce the fear of crime in the community. He noted that a high-visibility police presence and high-visibility operations have an effect in terms of the community's perception.<sup>106</sup>

2.124 Mr Bob Baldwin MP, Member for Paterson, observed:

It is about having increased presence. It is about seeing people in blue uniforms out and about in the community, because that is a deterrent.<sup>107</sup>

2.125 In New South Wales, *Operation Viking* was instigated with a view to being seen to deploy large numbers of highly visible police to problem areas.

2.126 Commenting on the effectiveness of *Operation Viking* in the Raymond Terrace area, Mr Trevor Wark stated that:

The community does not really have any confidence in Operation Viking because it happens so rarely – obviously because of funding and lack of resources. It would be ideal if you could run it for a longer period, mainly during the

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105 Mr David Madden, *Transcript of Evidence*, 9 October 2002, p. 271-272.

106 Mr David Madden, *Transcript of Evidence*, 9 October 2002, p. 280.

107 Mr Bob Baldwin MP, Member for the Federal Seat of Paterson, *Transcript of Evidence*, 7 June 2004, p. 1718.

summer months. That would be effective. But, if it is just on a one-off basis, there is no confidence.<sup>108</sup>

- 2.127 Superintendent Charles Haggart, Commander, Lower Hunter Command, New South Wales Police, acknowledged that the program needed an increased level of resources, advising that *Operation Viking* operates on a priority basis:

In recent times we have been able to utilise Operation Viking and have them come and saturate the area for a couple of hours. We try to do that on a more regular basis. I actually have a request in for funding so that it can occur on an almost weekly basis for an extended period of 12 weeks or so ...<sup>109</sup>

- 2.128 According to Mr James Ritchie however, increasing the police presence is not the answer to reducing fear of crime:

The fear of crime is the new frontier in policing efforts. The current thinking is that as the fear of crime is greater than the actuality of crime then reducing fear is a useful thing to do ... However, it is the means of reducing the fear of crime that counts. Phony activity such as increased police 'presence' and boosted police numbers ... are not likely to produce meaningful improvements in this field. More police on patrol does not fool the criminal. It anaesthetises the public. The best way to reduce the fear of crime is to reduce the actuality of crime.<sup>110</sup>

## Promoting caution

- 2.129 The Committee commends groups such as the Country Women's Association and the Older Persons Action Centre for their positive roles in promoting the exercise of caution without panic in meeting the changes in modern society. The Country Women's Association of New South Wales believes that:

there is fear of crime in the community, sometimes engendered and magnified by the media (bad news sells newspapers). If this fear of crime, of being a victim of crime can be translated into a warning to the community to use caution and common sense – e.g. locking the back door if the

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108 Mr Trevor Wark, *Transcript of Evidence*, 7 June 2004, p. 1729.

109 Superintendent Haggart, *Transcript of Evidence*, 7 June 2004, p. 1728.

110 Mr James A Ritchie, *Submission 121*, pp. 3-4.

house-holder is gardening in the front yard – then it could be called a healthy condition. We have to realize we are not living in the 1960s and '70s. We cannot move about at all hours as freely as we did in those days; society has changed.<sup>111</sup>

- 2.130 The Older Persons Action Centre is concerned to see people developing confidence in themselves to continue to live independently in the community:

I think that is really the point of the exercise if we really want to effect change in the attitudes of older people and also in younger people's attitudes towards older people.<sup>112</sup>

### **Informing the community of local government initiatives**

- 2.131 The Committee notes that local councils are implementing a wide range of initiatives and community-based programs. Such programs are discussed in detail in Chapter Three.

### **Provision of accurate data on the nature and incidence of crime**

- 2.132 In Victoria, the Local Priority Policing agency argues that one way to manage the perception and fear of crime is to provide education programs which target the elderly within the community to reassure them that they are least likely to become the victims of crime.<sup>113</sup>
- 2.133 The Caxton Legal Centre also contended that the media plays a significant role in distorting perception of crime in the community. The Centre considers that it is incumbent upon government to provide some counterbalance to the debate through funding educational responses to community fear.<sup>114</sup>
- 2.134 These findings also highlight the importance of increasing awareness of security initiatives.
- 2.135 The Australian Federal Police contends that when a community is well informed of the realities of its crime situation it is in a position to both assist in preventing criminal activity (e.g neighbourhood watch schemes, target hardening in terms of prevention) and to enjoy an

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111 The Country Women's Association of New South Wales, *Submission 30*, p. 3.

112 Mrs Edith Morgan, Older Persons Action Centre, *Transcript of Evidence*, 9 September 2002, p. 69.

113 The Police Association Victoria, *Submission 38*, p. 2.

114 Caxton Legal Centre, *Submission 82*, p. 3.

appropriate life-style. The Australian Federal Police, in its ACT policing function, has done some initial work on developing fear of crime indicators in the past in order to understand the balance between the fear of crime and the actual levels of crime in the community.<sup>115</sup>

- 2.136 However, according to the Australian Federal Police, influencing the balance is often difficult as perceptions of crime appear to be driven by more than just events in the local community. Consequently, some elements of the community (for example, the aged) live with an undue fear of crime.<sup>116</sup>
- 2.137 When this occurs there are obvious effects on the community in terms of a decline in the standard of living (for example, fear to go out), economic costs (for example, loss of business), and a decline in the belief of the rule of law.

## Conclusion

- 2.138 The main points raised in relation to fear of crime suggest that people do feel unsafe in their communities. This seems to be associated with a number of factors including being victimised, knowing someone who has been victimised, and media coverage. Lenient sentences and the perception that offenders get away with crime have also been linked with fear of crime in the community.
- 2.139 The Committee believes that fear imprisons people. It restricts their freedom to participate fully in society.
- 2.140 The Committee notes the disparities between the levels of fear that are experienced by some groups within the community and the actual levels of reported crime. There is clearly a need to, in the first instance, obtain accurate information regarding risk and to ensure that the information is made available to the community.

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115 Australian Federal Police, *Submission 64*, p. 6.

116 Australian Federal Police, *Submission 64*, p. 6.

**Recommendation 5**

- 2.141 **The Committee recommends that accurate information regarding levels of crime be published in order to reduce fear of crime within the community.**
- 2.142 The Committee notes the perception that the community would feel safer if there was a more visible police presence.
- 2.143 The Committee notes also that funding made directly available to local community initiatives by the Commonwealth appears to be an effective and efficient allocation of resources.

**Recommendation 6**

- 2.144 **The Committee applauds the National Community Crime Prevention Programme because it allocates funding directly from the Commonwealth to local community initiatives, and recommends that further funding be made available under this program.**

## **Crime Reduction and Prevention Initiatives within Local Communities**

### **Introduction**

- 3.1 Crime in local communities, which often takes the form of low-level or 'street' crime, can have considerable social and economic impacts. Residents may not feel safe, and businesses and property values can be significantly affected.<sup>1</sup> As noted in Chapter 2, tourism, an industry upon which the economies of many local communities rely, can be particularly vulnerable.<sup>2</sup>
- 3.2 This Chapter considers initiatives that local communities have undertaken to reduce and prevent crime in their areas. The Committee received a considerable amount of evidence on this issue from local councils and from local non-government organisations and individuals.

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1 Mr Bob Baldwin MP, *Transcript of Evidence*, 7 June 2004, pp. 1718, 1764; Mr John Stephens, *Transcript of Evidence*, 7 June 2004, p. 1746; Great Lakes Council, *Submission 87*, p. 1; Mr Kevin Lean, *Transcript of Evidence*, 7 June 2004, p. 1771.

2 Mr John Stephens, *Transcript of Evidence*, 7 June 2004, p. 1746. See also Mrs Judy Payne and Mr Ken Sheather, *Transcript of Evidence*, 7 June 2004, p. 1762.

## Local councils

- 3.3 Local councils vary across the landscape, with perhaps the most important distinction being that between metropolitan and rural councils. Metropolitan councils are generally characterised by high population density and are often required to provide high levels of planning advice and urban services. Rural and regional councils tend to have lower population densities and can face issues such as geographical isolation and high rates of unemployment.
- 3.4 The Committee learned that the focus of many local councils has expanded well beyond the traditional roles of revenue collection, planning, and urban service provision. While these roles are still performed, many local councils also directly engage with their communities in areas such as community development, environmental issues, and community education.<sup>3</sup> This has not been a homogenous development; a comparison of metropolitan and rural councils again, for example, will often reveal significant differences of focus in keeping with the varied nature of their communities.
- 3.5 This broadening of focus by local councils has also extended to crime reduction and prevention. The Committee's attention was drawn to a number of widespread crime reduction and prevention initiatives undertaken by local councils.

## Widespread initiatives

### Crime prevention plans

- 3.6 Many (if not all) local councils in Australia have compiled community safety or crime prevention plans, a number of which were provided to the Committee.<sup>4</sup> The plans submitted were varied as to their content, but all shared the common theme of accepting that councils can have a role in crime prevention and aiming to maintain low rates of crime in their local communities. Some plans identified specific mechanisms

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3 Southern Sydney Regional Organisation of Councils (SSROC), *Submission 56*, pp. 3-4. Local government functions in the Northern Territory and the Australian Capital Territory, which have no local council bodies, are carried out by the Northern Territory and Australian Capital Territory Governments.

4 SSROC, for example, submitted crime prevention plans from 11 of its member councils. See *Submission 56*, pp. 7-18. LGov NSW (formerly the Local Government and Shires Association of NSW) drew the Committee's attention to the NSW Attorney-General's Department website, which lists crime prevention plans for some local councils in NSW. See *Submission 57*, pp. 14-15.



to achieve increased safety and security within their communities while others were more general in their aims. Examples of the varied nature of initiatives within crime prevention plans include:

- Community Safety Committees (Canterbury, Hurstville, Marrickville, Rockdale, Woollahra and Sutherland City Councils);
- women's safety initiatives (Botany, Woollahra, Canterbury City Councils);
- donation of personal security alarms to isolated elderly people (Botany City Council);
- youth holiday and after school programs (Canterbury City Council);
- car park audits (Canterbury and Rockdale City Councils);
- Community Safety Audits (Canterbury, Hurstville, Kogarah, Randwick, Marrickville City Councils); and
- graffiti projects (Canterbury, Hurstville and Rockdale City Councils).<sup>5</sup>

3.7 Fairfield City Council's crime prevention plan sets out four key aims: reduced fear of crime and improved public awareness of crime prevention; increased interagency partnerships and collaboration; improved physical environment and infrastructure systems; and support for community development programs.<sup>6</sup> Specific programs which have developed from the plan include:

- a 'Safe Families' domestic violence education program;
- a business crime prevention handbook;
- a 'Women and the Elderly Street Safety' project;
- a Mayor's Crime Prevention Action Group;
- the Fairfield Drug Action Team;
- a graffiti removal program;
- a 'Family Connections' early childhood intervention project;
- a 'Managing Your Anger' project for youth; and

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5 SSROC, *Submission 56*, pp. 7-18.

6 Fairfield City Council, *Submission 115*, p. 2.

- a community garden.<sup>7</sup>

### Consultative committees

- 3.8 Another widespread initiative undertaken by many local councils is the formation of consultative committees to focus on crime prevention strategies. The role and composition of these committees varies and is dependent both on the structure of the local government and the particular needs of the local community, but common functions include consultation with the community on crime prevention strategies, implementation of these strategies, and liaison with State and Federal Government agencies. Some committees, particularly in metropolitan areas, have formed subcommittees to perform detailed analyses of particular crime-related issues affecting the community.
- 3.9 In the Northern Territory, consultative committees report back to the Northern Territory Government on crime prevention initiatives undertaken by local communities in order to keep the Government in touch with the communities, particularly those in remote areas. The committees also nominate local projects for grants consideration by the Northern Territory Office of Crime Prevention.<sup>8</sup> The Office describes the involvement of the local community in crime prevention as a 'local solutions to local problems' approach.<sup>9</sup>
- 3.10 Consultative committees have also been established in metropolitan areas. Moreland City Council in Victoria, for example, has established the Moreland Health, Safety and Wellbeing Leadership Group. The Group, which represents an integrated approach to crime prevention, functions to:
- enable progress towards improving safety, health and wellbeing in Moreland. The group receives reports and recommendations from expertise networks, working groups and the community. It oversees programs and members of the Leadership Group direct/ redirect planning and resources within their own organisations, as appropriate, to enable progress to occur.<sup>10</sup>
- 3.11 Other examples of consultative committees include the Darwin City Council Community Safety and Security Advisory Committee; the

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7 *Exhibit 38*, pp. 11-18.

8 Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1144.

9 Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1144.

10 Moreland City Council, *Submission 41*, p. 3.

Thamarrurr Regional Council; and Canterbury City Council's Community Safety Committee.

### Crime prevention through environmental design

3.12 Crime prevention through environmental design (CPTED) was central to many of the submissions received by the Committee from local councils. CPTED can be defined as the prevention of property crime by 'manipulating the design of individual dwellings, and their relationship to one another and to the surrounding neighbourhood'.<sup>11</sup> Local councils have utilised this principle to improve community safety by implementing measures such as improving the layout of community facilities. Sutherland Shire Council, for example, has positioned the local skate ramp in a very high profile position where there is a large volume of passing traffic.<sup>12</sup>

3.13 Other CPTED measures include increasing lighting in parks and car parks,<sup>13</sup> controlling access to some public areas,<sup>14</sup> and training staff in urban design. In the case of the latter, the New South Wales police provides *Safer by Design* training. Some of the topics covered by this training include:

criminology, crime prevention and town planning; historical and contemporary applications of CPTED; the identification of crime risk in architectural plans and drawings; lighting, fear and crime; crime risk management and CPTED applications; councils, design safety and the law.<sup>15</sup>

### Closed-circuit television

3.14 Closed-circuit television (CCTV) is an initiative that is becoming quite popular with local councils. CCTV refers to:

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11 Geason, S and Wilson, P, *Designing Out Crime: Crime prevention through environmental design*, Australian Institute of Criminology, Canberra, 1989, p. 2. This publication can be found at: <http://www.aic.gov.au/publications/crimprev/cpted/cpted.pdf>.

12 Mr David Ackroyd, *Transcript of Evidence*, 10 October 2002, pp. 327-328.

13 Canterbury City Council, *Submission 31*, p. 14; Ald. Cecil Black, *Transcript of Evidence*, 12 June 2003, p. 1215.

14 Ald. Cecil Black, *Transcript of Evidence*, 12 June 2003, p. 1215.

15 LGov NSW, *Submission 57*, p. 16.

visual surveillance systems established in the main by local government authorities in cooperation with police to monitor public spaces such as malls and major thoroughfares.<sup>16</sup>

- 3.15 The Committee heard that, in one local council area, there was a disjunction between CCTV and policing, with an initial rise in drug arrests after the introduction of CCTV but a subsequent tailing-off of the arrest rate due to the relocation of drug dealers and insufficient police resources.<sup>17</sup> However, another account in relation to the same area claimed that CCTV has reduced crime levels in the area and improved community perceptions of safety.<sup>18</sup>
- 3.16 Along with the more widespread initiatives, the Committee received evidence on specific crime reduction and prevention initiatives being undertaken by a range of local councils.

## Specific initiatives

### Enhancing community safety – Marrickville Council, New South Wales

- 3.17 Marrickville Council indicated to the Committee that it has focused on fostering community cohesion and harm prevention as two key strategies for enhancing the safety of its local community:

Firstly, we are looking at a wide range of community strengthening activities, like creating a sense of neighbourliness and belonging. Secondly, we are looking at community harm prevention, which includes making our public spaces safer.<sup>19</sup>

### Neighbourhood Community Centres – Canterbury City Council, New South Wales

- 3.18 Canterbury City Council highlighted the use of Neighbourhood Community Centres within New South Wales. These Centres ‘provide neighbourhood information services and develop a range of

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16 Wilson, D and Sutton, A, ‘Open-street CCTV in Australia’, Australian Institute of Criminology, *Trends and issues in crime and criminal justice* No. 271. This publication can be found at: <http://www.aic.gov.au/publications/tandi2/tandi271.pdf>.

17 Cabramatta Chamber of Commerce Inc, *Submission 44*, pp. 9-10; Cr Maria Heggie, *Transcript of Evidence*, 9 October 2002, p. 185.

18 Fairfield City Council, *Submission 115*, p. 1.

19 Ms Linda Livingstone, *Transcript of Evidence*, 10 October 2002, p. 326.

programs relevant to local needs'.<sup>20</sup> Services provided by the Centres include:

- information, advice and referral;
- family support and counselling;
- aged, disability and child services;
- education and training;
- youth services; and
- community development.<sup>21</sup>

3.19 The Canterbury City Council highlighted the Riverwood Community Centre, which has assisted 26 of an identified population of 35 unemployed youths either enter the workforce or undertake further study. The Centre has also helped several drug-addicted individuals become drug-free and obtain employment.<sup>22</sup>

3.20 An important aspect of the Neighbourhood Community Centres is that they target those already involved in criminal behaviour and attempt to reduce the incidence and fear of crime within the community. Centres must also demonstrate that programs are effective in reducing crime in order for funding to continue.<sup>23</sup>

### **Safe Communities Coalition – Forster, New South Wales**

3.21 The Committee's attention was drawn to the Great Lakes Council's Safe Communities Coalition, which has been established to implement strategies for a safer community through partnerships with the community and community organisations. The Coalition is comprised of a number of task forces, including a Crime Prevention Task Force. The Crime Prevention Task Force is currently in the process of developing a crime prevention plan and is actively seeking input from the local community.<sup>24</sup>

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20 Canterbury City Council, *Submission 31*, p. 23.

21 Canterbury City Council, *Submission 31*, p. 26.

22 Canterbury City Council, *Submission 31*, p. 28.

23 Canterbury City Council, *Submission 31*, p. 27.

24 Some examples of initiatives being undertaken in the Forster area by local non-government organisations and individuals are detailed at paragraphs 3.47 – 3.49 below.

## Western Australian councils

- 3.22 The Western Australia Local Government Association (WALGA) informed the Committee of a range of initiatives being undertaken by local councils across Western Australia. These include:
- security patrols and audits;
  - community surveillance services in conjunction with the Western Australian police force;
  - adoption of urban planning practices such as CPTED;
  - provision of street lighting;
  - graffiti management;
  - early intervention for youth at risk;
  - education and awareness raising programs for seniors and other vulnerable community members; and
  - support for Indigenous patrols.<sup>25</sup>
- 3.23 WALGA indicated that local councils across Western Australia are estimated to be spending in excess of \$15 million on crime prevention and community safety-related issues.<sup>26</sup>

## SafeCity – City of Gosnells, Western Australia

- 3.24 The City of Gosnells detailed its SafeCity initiative, which is a crime prevention project on a large scale. The initiative is the result of a community survey and consultation which found that the issues of greatest concern to community members were security and safety. According to City of Gosnells, SafeCity is unique in that it addresses ‘crime prevention from a community based holistic approach’.<sup>27</sup> Relying heavily on partnerships with other organisations, the initiative is a comprehensive program with many sub-elements including:
- a youth/children component;
  - a ‘Safer Seniors’ program;
  - ‘People In Parks’ events;

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25 Western Australia Local Government Association (WALGA), *Submission 78*, p. 1.

26 WALGA, *Submission 78*, p. 1.

27 City of Gosnells, *Submission 68*, p. 4.

- an 'Anti-Graffiti Campaign';
  - a 'Safety and Security for people with disabilities' program;
  - an awards component;
  - Neighbourhood Watch;
  - Indigenous Community Liaison Officers; and
  - a 'SafeCity Urban Design Strategy' based on CPTED.<sup>28</sup>
- 3.25 In conjunction with the police, the City has also recently instituted a 'Dob in a Hoon' campaign which allows residents to 'identify antisocial behaviour' and 'forward information through widely circulated leaflets and by emailing local police directly'.<sup>29</sup> The City has also established an 'eWatch' initiative with the police through which residents can relay information by e-mail.<sup>30</sup>
- 3.26 The Committee is particularly impressed by the 'Safer Seniors' program, which provides workshops for seniors in order to 'give them skills to improve their own safety and security'. The program also provides free Home Safety Audits for seniors to enable them 'to make informed choices about their safety and security needs at home'.<sup>31</sup> The Committee is of the view that the Commonwealth should work with State and Territory governments to institute a comparable program on a national basis.

## Recommendation 7

- 3.27 **The Committee recommends that the Commonwealth work with State and Territory governments to investigate ways to institute a program comparable to the City of Gosnells Safer Seniors program on a national basis.**

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28 City of Gosnells, *Submission 68*, pp. 5-7.

29 Cr Patricia Morris, *Transcript of Evidence*, 1 July 2004, p. 1813.

30 Cr Patricia Morris, *Transcript of Evidence*, 1 July 2004, p. 1813.

31 City of Gosnells, *Submission 68*, p. 4.

### Community education, graffiti removal, and youth programs – Whyalla City Council, South Australia

- 3.28 Whyalla City Council has implemented a number of measures to prevent crime in the Whyalla area. These include:
- education programs relating to community safety and substance abuse;
  - a graffiti removal service involving volunteers and a photographic library of graffiti to assist in tracking down offenders; and
  - ‘Plaza Youth Centre Programs’ focusing on young people at risk and the prevention of re-offending.<sup>32</sup>
- 3.29 The Council also has undertaken a study to identify strategic directions for the development of local crime prevention programs.<sup>33</sup>

### Western Desert Workshop – Office of Crime Prevention, Northern Territory

- 3.30 The Northern Territory Office of Crime Prevention outlined its Western Desert Workshop initiative which aims to raise awareness of petrol sniffing and its consequences within two Indigenous communities.<sup>34</sup> Funding has been obtained for a project officer, an indigenous musician and a producer to run workshops with young people in the communities during school holidays when petrol sniffing is at its most prevalent. The purpose of these workshops will be to assist young people to:
- explore through music their feelings, their response to the situation that they find themselves in and their reasoning for why they are involved in petrol sniffing.<sup>35</sup>
- 3.31 The workshops also aim to produce CDs of rap music. In addition, older members of the communities have been engaged in creating paintings about the effects of petrol sniffing within the communities. Once both sides have completed their projects, it is planned that a formal exchange of what has been produced will take place.

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32 *Exhibit 4*, p. 22.

33 *Exhibit 4*, p. 27.

34 Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1148.

35 Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1148.



## Methods of developing initiatives

- 3.32 The methods by which local councils develop and implement crime reduction and prevention initiatives are varied and include community consultation, partnerships with other organisations, and funding arrangements with both State and Federal Governments.

### Community consultation

- 3.33 Local councils are careful to consult the local community in the development of crime reduction and prevention strategies. In addition to the consultative committees mechanism noted above, consultation can take many forms including forums, summits,<sup>36</sup> and surveys.<sup>37</sup>

### Partnerships

- 3.34 Several submissions indicated that local councils are aided in their work by the use of partnerships.<sup>38</sup> The Committee heard of various approaches being used including partnerships with State government agencies, judicial bodies, and community organisations.<sup>39</sup> The development of partnerships with government agencies was given particular emphasis. The City of Gosnells, for example, maintains that crime prevention cannot be the sole responsibility of one organisation or group. Accordingly, for its SafeCity Initiative, the City has actively encouraged its staff to develop and foster relationships with its partners. This has led to the development of partnerships with various Western Australian State Government agencies including the police force, the Department of Justice, the Department for Community Development, and Fire and Emergency Services. Partnerships have also been developed between the City and non-government organisations such as Rotary, the Drug and Alcohol Council, Gosnells District Neighbourhood Watch, Noongar Enterprise

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36 Canterbury City Council has had open-ended consultations in the form of summits for community safety and youth and a community safety survey. See *Submission 31*, p. 10. Sutherland Shire Council, Mr David Ackroyd, *Transcript of Evidence*, 10 October 2002, p. 326; and SSROC, *Submission 56*, p. 4, have also had in place some community and organisational consultation.

37 Moreland City Council, *Submission 41*, p. 4; and the City of Kalgoorlie-Boulder, *Submission 62*, p. 2.

38 Moreland City Council, *Submission 41*, pp. 2, 3; Canterbury City Council, *Submission 31*, pp. 8, 13, 15, 18, 19.

39 WALGA, *Submission 78*, p. 2; Moreland City Council, *Submission 41*, p. 3; City of Gosnells, *Submission 68*, p. 1

Aboriginal Corporation, and Perth Employment and Enterprise Development Corporation.<sup>40</sup>

- 3.35 Another example is the Sutherland Shire Council, where community police officers with limited powers work effectively alongside the regular police force to help in the provision of a visible presence of authority in the community. A similar concept has been applied in Geraldton, where police have been partnered with services provided by community organisations,<sup>41</sup> and in Indigenous communities such as the Tiwi Islands, where community-based police officers are utilised to assist with policing duties.<sup>42</sup>
- 3.36 A number of local councils were of the view that the Federal Government should play a greater role in supporting the role of local councils. It was suggested that this could be achieved by the Federal Government working with the States/Territories and local councils to ensure that the work of local councils is performed effectively and with adequate resources.<sup>43</sup> It was also suggested that the Federal Government should 'continue to support and promote models of best practice amongst councils that promote local partnerships'.<sup>44</sup>

### Funding arrangements

- 3.37 Funding for crime reduction and prevention initiatives is available in the form of rate revenue collected from residents and specific contributions from the State and Federal Governments. Funding adequacy, however, emerged as a real and persistent issue for local councils. Many local councils are of the view that the level of funding they receive is inadequate for effective service provision.<sup>45</sup>
- 3.38 A number of local councils indicated to the Committee that State government funding is inadequate for the requirements of many primary crime prevention initiatives and that, consequently, further funding assistance from the Commonwealth is required.<sup>46</sup> One suggestion was that the Commonwealth provide matching grants for

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40 City of Gosnells, *Submission 68*, pp. 5-6.

41 Mrs Merrilyn Green, *Transcript of Evidence*, 18 November 2002, p. 432.

42 Supt. Don Fry, *Transcript of Evidence*, 13 June 2003, p. 1225.

43 Cr. Peter Woods, *Transcript of Evidence*, 10 October 2002, p. 367; Mr Andrew Sammut, *Transcript of Evidence*, 10 October 2002, p. 322.

44 Mr Andrew Sammut, *Transcript of Evidence*, 10 October 2002, p. 322.

45 See for example Moreland City Council, *Submission 41*, p.3.

46 Moreland City Council, *Submission 41*, p. 3; WALGA, *Submission 78*, pp. 2-3.

the development of social infrastructure such as the building and maintenance of community/youth centres.<sup>47</sup>

- 3.39 The Committee notes that the National Community Crime Prevention Program (NCCPP), recently launched by the Commonwealth Government, will make funding available on a national basis in the form of grants to local communities for the development of crime prevention projects. The NCCPP will make \$4 million available each year for the community grants.<sup>48</sup>

### The Committee's assessment

- 3.40 For the Committee, the various initiatives detailed above reveal that local councils are not only actively involved in crime reduction and prevention in their local communities, but that they are well-placed to do so. A number of aspects of local councils indicate their suitability for playing a significant part in local crime reduction and prevention:
- understanding of the local community and the issues which affect residents;
  - awareness of the specific needs of the local community;
  - forefront of service delivery in the local community; and
  - staffing by committed members of the local community who have an interest in the success of the organisation.
- 3.41 Research also indicates that crime is very local in nature and that effective consultation mechanisms are often in place between local communities and local councils.<sup>49</sup> Indeed, as the Australian Institute of Criminology notes, local communities have come to expect that local councils will play a role in crime prevention.<sup>50</sup> The Institute also notes that the involvement of local councils in crime reduction and prevention is recognised by other levels of government:

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47 Canterbury City Council, *Submission 31*, p. 2.

48 Further information on the NCCPP can be obtained at: <http://www.crimeprevention.gov.au> or by contacting the Commonwealth Attorney-General's Department.

49 Australian Institute of Criminology, *AIC Crime Reduction Matters*, No.19. This publication can be found at: <http://www.aic.gov.au/publications/crm/crm019.pdf>.

50 Australian Institute of Criminology, *AIC Crime Reduction Matters*, No.19.

Across Australia, virtually all government crime prevention agencies include local government in the development and delivery of their respective crime prevention strategies.<sup>51</sup>

- 3.42 The Committee is of the view that a national study of the effectiveness of local council initiatives, to be conducted by the Australian Institute of Criminology, would provide an important information resource for crime reduction and prevention at the local community level.

### **Recommendation 8**

- 3.43 The Committee recommends that the Australian Institute of Criminology conduct a comparative study of the effectiveness of local council initiatives for the reduction and prevention of crime.**

## **Local non-government organisations and individuals**

- 3.44 Along with local councils, local non-government organisations and individuals are also strongly engaged in developing crime reduction and prevention initiatives within their local communities. The Committee received evidence on a number of initiatives being undertaken in this area.

### **Night patrol – Western Australia, the Northern Territory, and the Tiwi Islands**

- 3.45 Night patrol is an initiative whereby a transportation service is operated to assist individuals (especially those who are intoxicated) to reach home or a ‘sobering-up’ shelter. Patrols are usually operated by non-government organisations but local councils can also be involved. The initiative appears to have been particularly effective in local communities with high Indigenous populations. One example is the Geraldton Streetwork Aboriginal Corporation, which runs a late evening bus service for youth to ‘get them home and keep them from getting into trouble when they have finished going to the movies or a nightclub’.<sup>52</sup> The bus is staffed by supervisors and a member of the

51 Australian Institute of Criminology, *AIC Crime Reduction Matters*, No.19.

52 Observation by Chairman, *Transcript of Evidence*, 18 November 2002, p. 431.

Indigenous Youth Council. Similar operations are run in Palmerston and Darwin in the Northern Territory,<sup>53</sup> and in the Tiwi Islands.<sup>54</sup>

### Community education – Tiwi Islands

- 3.46 The Xavier Community Education Centre on the Tiwi Islands has a range of initiatives in place to improve education within its local community and help address the issue of anti-social behaviour. Classes are set up ‘as a football club’ and are run for ‘five hours and twenty minutes a day divided up into four quarters’<sup>55</sup> to build on the strong Australian Rules football culture in the Tiwi Islands and help maintain student attention for realistic periods of time. The Centre also runs an entertainment room where students can go after school. The room is equipped with a pool table, electronic gaming equipment and a DVD viewing area.<sup>56</sup> This latter has proved an effective learning tool especially in the afternoons when it is difficult to complete work. It is hoped that the Centre will eventually house an internet café and a community library.

### Graffiti removal and working with youth – Forster, New South Wales

- 3.47 The Committee heard evidence from Mr Ted Bickford, who is a member of the Tuncurry Neighbourhood Watch Committee in the Forster area. Mr Bickford also runs, on an entirely voluntary basis, a graffiti clean-up operation in the Tuncurry-Forster area with a council-supplied vehicle. Initially removing graffiti as it appeared with his own equipment and transport, Mr Bickford subsequently engaged with the youth in the area and involved them in amenities projects such as the provision of shade trees and seating at a popular skate park. Mr Bickford has also enlisted the help of young people on a voluntary basis, including Indigenous youth, to monitor, report and keep the area free of graffiti. Mr Bickford believes that, by instilling a sense of pride and helping to build self-esteem, he has helped to keep areas free of graffiti, some for over two years.<sup>57</sup>

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53 Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1149.

54 Supt. Don Fry, *Transcript of Evidence*, 13 June 2003, pp. 1256-1257.

55 Mr Brian Clancy, *Transcript of Evidence*, 13 June 2003, p. 1238.

56 Mr Brian Clancy, *Transcript of Evidence*, 13 June 2003, p. 1238.

57 Mr Edgar Bickford, *Transcript of Evidence*, 7 June 2004, pp. 1752-1754.

## Indigenous education – Forster, New South Wales

3.48 The Committee also heard evidence regarding the work of the Forster Aboriginal Land Council. The Council has developed an alternative education program aimed at Indigenous children who are suspended from the mainstream school system, especially those who are suspended for a period of weeks. Ms Donna Hall, Chairperson of the Council, informed the Committee that there are no alternative solutions in the area, which results in children becoming bored and engaging in anti-social behaviour.<sup>58</sup> Ms Hall has found that the children who are engaging in such behaviour are not:

just 10- to 17-year-olds. In the last couple of years I am now realising those kids are as young as 7, 8 and 9 but they are not recorded in any statistical data with the police because of their ages.<sup>59</sup>

3.49 Components of the alternative education program include:

- a youth worker working with young boys on activities such as boxing, surfing, and other sport;
- using the youth centre for activities such as playing games, playing pool, and get-togethers;
- youth discos for those aged 8-12; and
- possible provision of a tutor for suspended children in order to prevent them getting further behind in their studies.<sup>60</sup>

## Funding issues

3.50 Along with local councils, funding is a constant issue for local non-government organisations. Such organisations seek funding in the form of grants and tenders for projects but feel that the level of funding which they receive is inadequate to effectively provide the services which they provide to the community.<sup>61</sup>

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58 Ms Donna Hall, *Transcript of Evidence*, 7 June 2004, p. 1755.

59 Ms Donna Hall, *Transcript of Evidence*, 7 June 2004, pp. 1755-1756. Ms Hall is also the Aboriginal Education Officer at the local high school.

60 Ms Donna Hall, *Transcript of Evidence*, 7 June 2004, pp. 1756, 1758.

61 For example see Moreland City Council, *Submission 41*, p. 6; and Canterbury City Council, *Submission 31*, p. 2.

- 3.51 The Committee notes again that the recently-launched NCCPP will make funding available on a national basis in the form of grants to local communities for the development of crime prevention projects.

### The Committee's assessment

- 3.52 The Committee commends the local non-government organisations and individuals outlined above for their dedication and resourcefulness in seeking to reduce and prevent crime in their local communities. It is clear that the initiatives of such organisations can make a real difference on the ground, particularly in the area of youth education and care.

### Conclusion

- 3.53 The Committee applauds local councils and local non-government organisations and individuals for actively engaging with their local communities on the issue of crime reduction and prevention. The Committee is encouraged by the variety and scope of initiatives in this area, particularly given that such initiatives are often undertaken in the face of restricted funding and resources.
- 3.54 The Committee believes that information-sharing, in the form of a database, amongst local councils and local non-government organisations regarding successful initiatives would be of great benefit in progressing crime reduction and prevention at the local community level. It is the Committee's view that the Commonwealth Government should assist in facilitating the development of this database. This could be undertaken as part of the NCCPP.

### Recommendation 9

- 3.55 **The Committee recommends that the Commonwealth Government facilitate the development of a database by local councils and local non-government organisations and individuals detailing successful strategies for the reduction and prevention of crime in local communities. The Committee envisages that this could be done as an extension of the National Community Crime Prevention Program.**

3.56 The Committee also received clear evidence from number of quarters that police resources are inadequate in local communities and that, consequently, more resources are needed. Specific concerns were raised as to:

- police staffing levels;
- adequacy of funding;
- lack of sufficient vehicle and technological support;
- the need for 24-hour policing; and
- the adequacy of the current local area command structure.<sup>62</sup>

3.57 The Committee is of the view that a greater level of resources needs to be made available to police servicing local communities.

### **Recommendation 10**

**3.58 The Committee recommends that a greater level of resources be made available to police servicing local communities, with the Commonwealth seeking a commitment from the States and Territories at the relevant Council of Australian Governments meeting.**

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62 Great Lakes Council, *Submission 87*, p. 1 and p. 3; Mr Sean Brennan, *Transcript of Evidence*, 7 June 2004, p. 1710; Cr Sally Dover, *Transcript of Evidence*, 7 June 2004, pp. 1708, 1711; Mr Ronald Swan, *Transcript of Evidence*, 7 June 2004, p. 1711; Mr Peter Mason, *Transcript of Evidence*, 7 June 2004, p. 1714; Mr Leonard Anderson, *Transcript of Evidence*, 7 June 2004, pp. 1715, 1717; Supt. Charles Haggett, *Transcript of Evidence*, 7 June 2004, p. 1729; Mr Kevin Austwick, *Transcript of Evidence*, 7 June 2004, p. 1768. See also Mr Phillip Gunnell, *Submission 27*, p. 2; Country Women's Association of New South Wales; *Submission 30*, p. 4; Dr Russell Smith, *Transcript of Evidence*, 9 September 2002, p. 45; Mr Stephen Ogdens, *Transcript of Evidence*, 9 October 2002, p. 203; Mr Malcolm Smith, *Transcript of Evidence*, 18 November 2002, p. 451.



## Measuring Crime in Australia

### Introduction

- 4.1 This Chapter discusses how crime is measured in Australia and some issues associated with producing national crime statistics. It also considers the types of data that are used to make up such sources and explores some issues which need to be overcome to provide a more accurate picture of crime.
- 4.2 At the onset, it is important to note that the extent of crime will never be completely measured. Only crime that has been reported can be measured. Whether that be crime that is reported to the police by a victim of crime or by a concerned member of the community, or crime that is reported to a government agency, a community service, an insurance company or researchers - crime statistics will only reflect those incidents that have been reported.
- 4.3 Crime places a heavy burden on the Australian economy. The Australian Institute of Criminology recently estimated the total cost of crime in Australia to be almost \$32 billion annually.<sup>1</sup> The cost of crime itself, in terms of the loss of property, loss of output, intangible losses, fraud, drugs, arson and medical costs is approximately \$19 billion. Dealing with crime, including prevention and post-crime issues, administering the criminal justice system, maintaining private and

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1 Ms Pat Mayhew, (with assistance from Ms Glenda Adkins), *Counting the Costs of Crime in Australia*, Trends and Issues in Crime and Criminal Justice no. 247, Australian Institute of Criminology, Canberra, 2002.

home security, providing for victims and administering insurance adds another \$12.75 billion.

- 4.4 Understanding how the extent of crime is measured will help in future estimations of the costs of crime and will assist in the evaluation of crime prevention and associated programs.

## National crime statistics

- 4.5 Crime statistics seek to provide an indication of the levels of crime and victimisation within our community. Over time, these statistics can be used to show trends in the incidence of certain offences.
- 4.6 Generally, national crime statistics are derived from two sources:
- administrative data such as data from State and Territory police forces, courts, hospitals, community services and so on; and
  - crime victimisation surveys.
- 4.7 Each of these data sources can provide a different picture of crime within our community. This is because data may be collected for different purposes, using different methodologies, and may also seek to capture different aspects of crime and victimisation.<sup>2</sup>

## Administrative data

- 4.8 Administrative data refers to information recorded by agencies on their administrative systems. Police data is the most widely sourced administrative data used to produce crime statistics. It refers to those criminal offences that have been reported to or detected by police, and subsequently recorded by them.
- 4.9 Police data is useful for compiling crime statistics because it represents an official record of crime. All police forces collect information about crime in their respective States and Territories. In addition, given that police data is recorded once it has come to the attention of police, it is a source of up-to-date information that can be broken down by day, month, and year and so on. This also enables

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2 For more information about measuring crime in Australia and crime victimisation statistics, see the Australian Bureau of Statistics' publication, *Information Paper: Measuring Crime Victimization, Australia: The Impact of Different Collection Methodologies*, Canberra, 2004.

police data to be used for comparative purposes and to track trends in the incidence of certain offences.

- 4.10 However, police data has a number of limitations. Firstly, police data only provides information on those criminal offences that have come to the attention of police. Not all crimes committed are detected by the police, or, necessarily, the victims.
- 4.11 Secondly, not all crimes committed are reported to the police. A number of factors impact on a person's willingness to report crime to the police, including:
- attitudes about the potential effectiveness of police in handling matters;
  - the people involved in an incident; and
  - the possible implications for victims (including 'payback' and re-victimisation).
- 4.12 It has therefore been suggested that much more crime is actually committed than is reported to police. Indeed, a number of submissions to the Inquiry noted this to be the case, particularly with regard to domestic and family violence. It was acknowledged that the level of reporting is significantly lower for women and children who are victims of physical and sexual assault.<sup>3</sup> The Committee has also been told that there is low level of reporting among minority groups such as gay communities.<sup>4</sup> Similarly, in some Indigenous communities, issues may be dealt with internally through traditional means and accordingly it may be felt that the police do not need to be notified.<sup>5</sup>
- 4.13 Thirdly, not all crimes reported to police are actually recorded by police. Police discretion determines whether a crime is considered to have actually been committed and whether it warrants recording.
- 4.14 Ms Pat Mayhew, former consultant criminologist to the Australian Institute of Criminology, commented on the use of police discretion in recording crime:

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3 Ms Ada Conroy, *Transcript of Evidence*, 9 September 2002, p. 55.; Ms Marg D'Arcy, *Transcript of Evidence*, 10 September 2002, p. 85.; and Ms Virginia Geddes, *Transcript of Evidence*, 10 September 2002, p. 118.

4 Mr Ben McDevitt, *Transcript of Evidence*, 21 June 2002, p. 26.

5 Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1145.

police have an enormous amount of discretion, when a crime is reported to them, as to whether they record it and what they record it as. It is by no means the case – and very many studies have shown this – that virtually all reported crimes are recorded.<sup>6</sup>

- 4.15 If it is determined that a crime warrants recording, further discretion is used to determine the category of crime the offence is considered to fall under. This of course may differ according to individual police officers.
- 4.16 Finally, police data is limited to the particulars of information collected by police and the level and accuracy of detail recorded in respective systems. Administrative systems are designed and maintained to meet organisational needs, and the data collected on these systems may not fully accord with external research needs.
- 4.17 The Committee notes that there may be other influences impacting on the reliability of police data. Indeed, the Committee heard evidence in relation to the New South Wales Police that certain crime statistics had been deliberately falsified. Sergeant Mark Fenlon alleged that statistics concerning the use of knife search powers by police were being inflated within the Blacktown Local Area Command.<sup>7</sup> Sergeant Fenlon had alleged that a number of police officers had knowingly created false and misleading reports relating to the use of knife search powers and, indeed had been carrying out knife searches unlawfully.<sup>8</sup>
- 4.18 According to Sergeant Fenlon, a cause for the inflated statistics may be senior officers advocating that statistical data be driven up to justify the effectiveness of the New South Wales *Crimes Amendment (Police and Public Safety) Act 1998*. This Act is the legislation that permits police officers to conduct searches for knives in certain circumstances.
- 4.19 Sergeant Fenlon reported the incident at the local area command to the New South Wales Ombudsman and further alleged that he thought the practice of inflating such statistics may be widespread across the New South Wales Police.<sup>9</sup>
- 4.20 The Ombudsman initiated an investigation by the New South Wales Police which he then reviewed. The investigation by a New South

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6 Ms Pat Mayhew, *Transcript of Evidence*, 19 September 2002, p. 169.

7 Sergeant Mark Fenlon, *Submission 127*.

8 *Exhibit 103*.

9 *Exhibit 103*.

Wales Police Task Force found that knife search statistics had indeed been artificially over-inflated. However, this was considered to have been primarily the result of weaknesses in the COPS recording system, lack of training and lack of appropriate supervision. The Task Force's finding that the statistics had been over-inflated was overturned by senior management of the New South Wales Police.<sup>10</sup>

4.21 The Ombudsman made a number of recommendations, including that appropriate management action be taken with regard to the individuals involved and that audits be carried out across other local area commands. Even though there was acknowledgement that deficiencies in the recording system mean that 'incorrect recording of knife search statistics may be occurring state-wide', New South Wales Police did not consider audits necessary, on the basis that changes to the recording system from 1 July 2003 would allow accurate reporting of searches.<sup>11</sup> The Ombudsman found the New South Wales Police response as 'a poor approach to managing a substantial risk' and that it means that 'there can be no confidence' in present data for searches.<sup>12</sup>

4.22 In considering the reliability of crime statistics based on police data, this has serious implications. Sergeant Fenlon told the Committee that the Ombudsman's Report has:

effectively rendered knife search and move-on data gathered by the police force in the last five years worthless. Data which has been utilised by the Bureau of Crime Statistics and Research, the government and the police force itself to formulate policy and direct policing resources has been found to be completely unreliable in all respects.<sup>13</sup>

4.23 In addition, according to Mr Treyvaud, President of the Cabramatta Chamber of Commerce, the New South Wales Police force use a crime index and, by selectively choosing limited categories of crime to report on, they have been able to provide a distorted picture of the true level of crime.<sup>14</sup>

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10 *Exhibit 103*.

11 *Exhibit 103*, p. 10.

12 *Exhibit 103*, pp. 11-12.

13 Sergeant Mark Fenlon, *Transcript of Evidence*, 7 November 2003, p. 1575.

14 Mr Ross Treyvaud, *Submission 44*, p.17. Assistant Commissioner Madden advised, however, that he was not aware of an operational crime index, *Transcript of Evidence*, 9 October 2002, p. 278.

4.24 Crime statistics based on police data may therefore fall well short of providing an accurate and comprehensive picture of the nature and extent of crime in Australia. Furthermore, police data may reveal more about the efficiency of police in recording reported crime than reflect any real change in crime levels. Despite such obvious shortcomings, it is this data that is the only data available to produce annual national crime statistics.

## Annual national crime statistics

4.25 Australia's national crime statistics collection is a relatively new data source. Since 1993, State and Territory police forces have provided the Australian Bureau of Statistics (ABS) with their data to produce annual statistics on crime and victimisation. These statistics are compiled and published by the ABS in its *Recorded Crime* series.<sup>15</sup>

4.26 One of the major problems with compiling national crime statistics using police data is associated with inconsistencies between data sets and a consequential lack of parity. Inconsistencies are mainly due to:

- Differences in States and Territory legislation; and
- Differences in administrative and recording practices between State and Territory police forces.

4.27 The ABS is currently undertaking research into differences between State and Territory recording of crime statistics in an effort to understand these differences and their impact on the collation of national crime statistics more fully. The research is expected to take two years to complete and is examining differences in five broad areas:

- what crime occurs;
- what crime is reported to police;
- what crime is recorded by police;
- how it is recorded by police; and
- how crime statistics are compiled from official police records.<sup>16</sup>

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15 Australian Bureau of Statistics, *Recorded Crime, Australia*, Catalogue no. 4510.0.

16 Australian Bureau of Statistics, *Crime and Justice News*, October 2002, Issue 13.

## Recommendation 11

- 4.28 **The Committee recommends that the Australian Federal Police, as a national body, assume a coordinating and leadership role in the process of establishing a consistent national police data collection method.**

### Crime victimisation surveys

- 4.29 As discussed above, one of the problems with police data is that, for a variety of reasons, crime may never be reported to police. Crime victimisation surveys provide a useful means of capturing this unreported crime and measuring crime in the community. Often these surveys tend to point to greater rates of crime and victimisation than are indicated by police data.<sup>17</sup>
- 4.30 Crime victimisation surveys generally involve researchers asking members of the community about their experiences of criminal victimisation through face to face or telephone interviews or mail surveys. One of the advantages of crime victimisation surveys is that the methods employed often facilitate the collection of richer or more in-depth information about crime compared to that collected through the use of police data.
- 4.31 The ABS undertakes a national crime victimisation survey, the results of which are published in *Crime and Safety, Australia*.<sup>18</sup> The survey is carried out at irregular intervals, with the most recent in 1998 and 2002.
- 4.32 While crime victimisation surveys tend to capture those offences not reported to police, one of the limitations of the surveys is the lack of frequency with which they are undertaken. Due to the resources involved in carrying out these surveys, they may be undertaken only once every few years, a factor which makes compiling regular or annual statistics problematic.
- 4.33 Further, crime victimisation surveys are based on a sample of the community only and are therefore subject to sampling errors.<sup>19</sup>

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17 Australian Bureau of Statistics, *Information Paper: Measuring Crime Victimisation, Australia: The Impact of Different Collection Methodologies*, Canberra, 2004.

18 Australian Bureau of Statistics, *Crime and Safety, Australia*, Catalogue no. 4509.0.

19 Ms Julie Gardner, *Use of Official Statistics and Crime Survey Data in determining Violence Against Women*. Paper presented at the 8<sup>th</sup> International Symposium on Victimology, 21-26 August 1994, Adelaide, South Australia. The publication can be found at: [www.aic.gov.au/publications/proceedings/27/gardner.html](http://www.aic.gov.au/publications/proceedings/27/gardner.html)

## Other data and crime statistics

- 4.34 A range of government departments, agencies, organisations, universities and other groups collect data and statistics on crime and criminal behaviour. Generally, this data is specific to the interests of the particular organisation. For example, the Australian Crime Commission produces the Australian Illicit Drug Report; the Australian Institute of Health and Welfare conducts the National Drug Strategy Household Survey; and the Australian Institute of Criminology has research programs including Drug Use Monitoring in Australia, Homicide Monitoring and Deaths in Custody. The National Motor Vehicle Theft Reduction Council publishes statistics on car theft.<sup>20</sup>
- 4.35 The corporate and community sectors also collect information about crime. For example, insurance companies publish statistics on car theft and home burglaries, and social support services release information about sexual offences and incidences of domestic violence.<sup>21</sup>
- 4.36 The Committee also notes that many smaller jurisdictions and organisations collect and disseminate statistical evidence about crime in their local communities, which assists in examining and combating crime at that level.<sup>22</sup>

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20 Mr Raymond Carroll, *Transcript of Evidence*, 10 September 2002, p. 140.

21 The Committee received a number of submissions regarding sexual assault and domestic violence. For instance see National Council of Single Mothers and their Children Inc, *Submission 21*; Sisters Inside, *Submission 52*; Victorian Centres Against Sexual Assault Forum, *Submission 54*; Domestic Violence and Incest Resource Centre, *Submission 59*; Office of the Status of Women, *Submission 88*; Domestic Violence Advocacy Service, *Submission 128*. See also oral evidence from Ms Ada Conroy and Ms Elizabeth Olle, *Transcript of Evidence*, 9 September 2002, p. 55; Ms Marg D'Arcy, *Transcript of Evidence*, 10 September 2002, p. 85; Ms Jacinta Maloney, *Transcript of Evidence*, 10 September 2002, p. 109; Ms Virginia Geddes, *Transcript of Evidence*, 10 September 2002, p. 118; Ms Debbie Kilroy, *Transcript of Evidence*, 28 October 2003, p. 1544; Ms Jenne Roberts, *Transcript of Evidence*, 12 June 2003, p. 1142.

22 The Hon Bruce Baird MP, *Submission 46*; Local Government Association of NSW, *Submission 57*; Inverell Shire Council, *Submission 61*; City of Kalgoorlie-Boulder, *Submission 62*; Youth and Family Service (Logan City) Inc., *Submission 75.1*; Alcohol and Other Drugs Council of Australia, *Submission 80*; ACT Neighbourhood Watch Association, *Submission 91*; Queensland Government, *Submission 100*; South Australian Attorney-General's Department, *Submission 103*; and NSW Police Force, *Submission 139*.



## Recommendation 12

- 4.37 **The Committee recommends that State and Territory police forces work with the Australian Bureau of Statistics and State and Territory justice departments to develop more consistent methods of recording and releasing statistical information to enable more effective research, program implementation and evaluation. This would also allow for the early identification of national, State and Territory crime trends.**

## CompStat

- 4.38 In relation to the difficulties associated with data collection in Australia, the Committee notes that the CompStat system used by the New York City Police Department (NYPD) may be a useful tool for Australian jurisdictions to consider. The Committee is aware that CompStat is perhaps more accurately considered a policing tool; however, its statistical basis is of relevance to this Chapter.
- 4.39 CompStat, an abbreviation of ‘computer’ or ‘comparison’ statistics, was introduced into the NYPD in 1994 by the then Commissioner, William Bratton and also former Mayor Rudolph Giuliani, to assist the NYPD to identify and respond to problem crime areas. The program has been described as:
- A “strategic control system” developed to gather and disseminate information on the NYPD’s crime problems and to track efforts to deal with them ... at the same time CompStat has become shorthand for the full range of strategic, problem-solving activity in the NYPD.<sup>23</sup>
- 4.40 CompStat sought to address one of a number of administrative problems within the NYPD identified by Commissioner Bratton. The NYPD had lacked timely and accurate information about crime and public safety problems as they were emerging, little capacity to identify crime patterns, and difficulty tracking how its own resources were being used. Since middle managers were not in the habit of monitoring these processes, they served as a weak link in the chain of

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23 David Weisburd, Stephen Mastrofski, Rosann Greenspan and James Willis, *The Growth of Compstat in American Policing*, Police Foundation Reports, April 2004.

internal accountability between the executive and street-level police employees.<sup>24</sup>

- 4.41 CompStat uses data provided by local police to generate a city-wide map which illustrates where and when crime is occurring. It also provides information on a range of crime-related factors, such as the type of offences being committed, where offences are committed, the time of offences, and information about victims of crime and so on. The NYPD uses this information to target resources accordingly and to develop strategies for addressing crime in these areas.
- 4.42 CompStat is based on the sharing of accurate information and seeks to eliminate the traditional barriers that exist among officers within the NYPD, particularly between the executive and precinct and operational commanders. A key feature of the CompStat process is weekly crime control management meetings:

On a weekly basis, personnel from each of the Department's 76 Precincts, 9 Police Service Areas and 12 Transit Districts compile a statistical summary of the week's crime complaint, arrest and summons activity, as well as a written recapitulation of significant cases, crime patterns and police activities. This data, which includes the specific times and locations at which the crimes and enforcement activities took place, is forwarded to the Chief of Department's CompStat Unit where it is collated and loaded into a city-wide database. The data is analyzed by computer and a weekly CompStat Report is generated. The CompStat Report captures crime complaint and arrest activity at the precinct, patrol borough, and city-wide levels, and presents a concise summary of these and other important performance indicators. These data are presented on a week-to-date, prior 30 days and year-to-date basis, with comparisons to previous years' activity. Precinct commanders and members of the agency's top management can easily discern emerging and established crime trends as well as deviations and anomalies, and can easily make comparisons between commands. Each precinct is also ranked in each complaint and arrest category.<sup>25</sup>

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24 David Weisburd, Stephen Mastrofski, Rosann Greenspan and James Willis, *The Growth of Compstat in American Policing*, Police Foundation Reports, April 2004.

25 Official website of the NYPD, see [www.nyc.gov/html/nypd/html/cfdept/comstat-process.html](http://www.nyc.gov/html/nypd/html/cfdept/comstat-process.html)

- 4.43 Through these weekly meetings, precinct and operational unit commanders and the executive are not only brought together to review the computer data, but to discuss ways to address crime in specific places. The meetings also provide commanders with an opportunity to identify and discuss specific crime problems and those strategies being adopted to tackle these problems.
- 4.44 CompStat has been described as:
- perhaps the single most important organisational/  
administrative innovation in policing during the latter half of  
the 20<sup>th</sup> century.<sup>26</sup>
- 4.45 The dramatic reductions in crime in New York City have been attributed by many to the CompStat process, which has also been adopted – in full or in part - by other policing agencies across the United States of America.
- 4.46 The Committee considers that a system similar to CompStat could be put to effective use in Australia, especially in terms of crime mapping and resource allocation to crime ‘hotspots’. In order to introduce a system with similar capabilities, the involvement of a national organisation such as the Australian Federal Police or the Australian Crime Commission would be required.
- 4.47 The Committee recognises that such a role does not fall within the current bounds of responsibility of either of these organisations, however several factors make them attractive options.
- 4.48 Firstly, the intelligence-gathering capabilities of both organisations are paramount to such a system being implemented and the information disseminated in a timely fashion. Secondly, relating specifically to the Australian Crime Commission, is the fact that its Board is constituted of the eight State and Territory Police Commissioners, and also the heads of key Commonwealth agencies including the Commissioner of the Australian Federal Police, the Director-General of Security, the Chair of the Australian Securities and Investments Commission, the Chief Executive of the Australian Customs Service and the Secretary of the Attorney-General’s Department. Such a composition would make the Australian Crime Commission’s Board an appropriate body to adopt an effective oversight role.

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26 Kelling, George and Sousa, William, 2001, *Do Police Matter? An Analysis of the Impact of New York City’s Police Reforms*. Civic Report 22. Manhattan Institute for Policy Research. The report can be found at [www.manhattan-institute.org/html/cr\\_22.htm](http://www.manhattan-institute.org/html/cr_22.htm)

### Recommendation 13

- 4.49 **The Committee recommends that either the Australian Crime Commission or the Australian Federal Police work with State and Territory police forces to establish a common data recording system such as that used by the New York Police Department. Such a system would work in the following way:**
- **Local police commands would process crime data within their command daily which would allow for more efficient allocation of resources.**
  - **The data would be used to pinpoint crime trends and localities to allow resources to be dispatched to manage crime outbreaks.**
  - **Daily crime data would be forwarded to either the Australian Crime Commission or Australian Federal Police which would then publish the data daily, thereby providing transparency.**

## Barriers to accurate crime reporting

- 4.50 Despite the apparently high level of research activity, there are a number of issues that are hindering a more complete understanding of crime in the community.

## Central data collection

- 4.51 Mr Carlos Carcach, from the Australian Institute of Criminology, told the Committee:

the point is that there is a lot of research out there and there are a lot of beliefs – I would say misconceptions and myths. Here in Australia, we do not have enough evidence to support any of our findings or to explain what is going on.

... there is an important factor that lies also behind our lack of knowledge about crime, and it is data. Our crime statistics are limited, our access to crime data is limited – data collected by a central agency. However, institutions like the [Australian] Institute [of Criminology] as well as universities do not make those data available to research. Access to this type of information is very limited. We lack longitudinal studies. We

lack a good empirical base. I think this might be one of the outcomes that we would like to see from this inquiry – that is, trying to highlight the need for information.<sup>27</sup>

- 4.52 For Mr Carcach, making the data that agencies collect centrally available for other agencies would enable researchers to confirm or deny existing theories relating to key crime issues. This, in turn, would allow policy makers to make more informed decisions about programs and funding allocation.

### Recommendation 14

- 4.53 **The Committee recommends that data resulting from research be collected centrally and be made available to others (including agencies and individual researchers) for further research.**

### Frequency of reporting

- 4.54 Each State and Territory also monitors statistics at a state/territory level. For example, the Northern Territory Office of Crime Statistics informed the Committee that they now produce quarterly statistics.<sup>28</sup> However, it is evident that these statistics are not reported frequently enough across jurisdictions to provide a quick and efficient response to crime trends.
- 4.55 The Committee notes that both the Australian Institute of Criminology and the ABS produce statistics on an annual basis, with interim reporting on various statistics through their respective publication series. Victoria Police, Queensland Police and the South Australian Government also produce annual state-based statistics<sup>29</sup> as does the New South Wales Bureau of Crime Statistics and Research.<sup>30</sup>
- 4.56 However, the Committee notes that most jurisdictions produce their statistics on a financial year reporting basis, with the result that data would be outdated for the purposes of operational response.

27 Mr Carlos Carcach, *Transcript of Evidence*, 21 June 2002, p. 13.

28 Mr Stephen Jackson, *Transcript of Evidence*, 12 June 2003, p. 1122.

29 Victoria Police, *Submission 73.1*, p.4; Queensland Government, *Submission 100*, p.4; South Australian Government, *Submission 103*, p. 7.

30 Dr Don Weatherburn, *Transcript of Evidence*, 9 October 2002, p. 240.

## Longitudinal research

4.57 The Committee was also informed that there is a need to fund and commit to long-term research projects rather than research projects that are more descriptive in nature or provide short-term political gain. A shift in resource allocation is needed by governments to fund longer-term research projects which seek to gain an understanding of the impact on crime as a result of projects conducted over longer periods of time. Mr Carlos Carcach noted:

How we solve that problem of political long-termism – there is always much more attraction in trying to control and to invest in something that will generate some return in the next couple of years, and something where the return is 10 years off is often not very politically attractive. You get the investment in research, but you do not get the follow through into programs. In all those areas I think we should be shifting some resources from more descriptive kinds of research on crime to actual interventions in some areas – and evaluating whether those interventions have an effect on crime and youth suicide and a whole set of related problems.<sup>31</sup>

### Recommendation 15

4.58 **Recognising the value of longitudinal research, the Committee recommends that funding be made available accordingly.**

## Evaluation

4.59 Another process that follows on from both the need for regular and consistent statistical reporting and taking longer term approaches is that of evaluation. The need to evaluate the effectiveness of projects is paramount to their ongoing success and also serves as an indication of amendments that need to be made to ensure long term success in crime reduction. The Committee also recognises that many current projects require an evaluation to continue funding arrangements.<sup>32</sup>

31 Mr Carlos Carcach, *Transcript of Evidence*, 21 June 2002, p. 18.

32 See for instance Canterbury City Council, *Submission 31*.

4.60 Evidence provided to the Committee points to the fact that some evaluation of projects is being carried out,<sup>33</sup> at the very least, some have been reviewed with recommendations implemented.<sup>34</sup> There is also some evidence to suggest that because of a lack of funding, evaluation procedures are not being built in to existing programs as much of the funding is being directed at conducting programs.<sup>35</sup>

4.61 Councillor Pat Morris of Gosnells City Council advised:

One of the great difficulties when money does become available—and this is certainly the case under the Safer WA program as well; that did provide communities like ours with an opportunity to test a lot of these initiatives—is that there is never any evaluation built into it at the end. These organisations need the money to run the programs. They are so busy running the programs that they should not be the ones to do the evaluations. When money is being made available to community groups, I think there is a responsibility for the state or the federal government to have a component of evaluation in that. If that were done, in a very short amount of time at the federal and the state level you could pick up immediately the programs of excellence, which could then be put into other communities.<sup>36</sup>

4.62 The Committee views the evaluation of projects as an essential measure in the development of rigorous and effective crime prevention techniques. Evaluation not only allows program administrators to examine the strengths and weaknesses of their programs, but also gives other organisations an opportunity to assess the strategies that have worked or have failed for others, especially in the context of time and funding constraints.

### Recommendation 16

4.63 **The Committee recommends that compulsory evaluation procedures are built into requirements for crime prevention grant funding.**

33 Mr Michael Keelty, *Transcript of Evidence*, 21 June 2002, p. 4.

34 Victoria Police, *Submission 73*, p. 6.

35 Cr Pat Morris, *Transcript of Evidence*, 1 July 2004, p. 1834.

36 Cr Pat Morris, *Transcript of Evidence*, 1 July 2004, p. 1834.

## Conclusion

- 4.64 This Chapter has examined the measurement of crime in Australia. It has explored the types of crime data available nationally and also the ways in which Federal and State jurisdictions, along with private and community organisations, record and measure crime. Finally, the Chapter has explored the barriers to the accurate reporting of crime, such as differing reporting periods between jurisdictions and a lack of inbuilt evaluation processes for some projects.
- 4.65 Given that figures show that crime costs the Australian economy approximately \$32 billion annually, the number of weaknesses found are of significant concern.

Hon Bronwyn Bishop MP  
Chairman





## **Appendix A - List of Submissions**

1	Mr Craig Minogue
2	Mr Kenneth Leslie OAM
3	Hon Robert Brokenshire MP
4	NSW Justice Advocacy Centre Inc
4.1	NSW Justice Advocacy Centre Inc
5	Mr/Ms Clements
6	Mr Rene Hidding
7	Mr Crombie
8	Family Council of WA
9	Confidential
10	Confidential
11	Mr/Ms Wheeler
12	Confidential
13	Confidential
14	Confidential
15	Confidential
16	Northcote Benevolent Society
17	Arncliffe RSL and Community Club LTD

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18	Middle Australia
19	Ms Rose Hylton
20	J Marshall
21	National Council of Single Mothers and their Children Inc
22	Dr Michael King SM
22.1	Dr Michael King SM
23	Institute for Restorative Justice and Penal Reform et al
24	Logistics Pty Ltd
24.1	Logistics Pty Ltd
25	Mr Kevin Byrne
26	Neighbourhood Watch, O'Malley
27	Mr Phil Gunnell
28	Mrs Margaret French
29	Seventh-day Adventist Church
30	Country Women's Association of NSW
30.1	Mrs Joy Potts
31	Canterbury City Council
31.1	Canterbury City Council
32	Confidential
32.1	Confidential
33	Mr David Pain
34	Mrs Carmen Miller
35	Confidential
36	Confidential
37	Mr Tom Volkofsky
38	The Police Association of Victoria
39	Confidential
40	Confidential

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41	Moreland Council
42	Law Council of Australia
43	Fairfield City Chamber of Commerce Inc
44	The Cabramatta Chamber of Commerce Inc
45	Older Persons Action Centre
46	Mr Bruce Baird MP
47	The Hon Phillip Ruddock
48	Ms Irene Lojszczyk
49	Country Women's Association of Australia
50	Mr Ivan Brown
51	Mrs Horrigan
52	Sisters Inside
53	Legal Aid Queensland
54	Victorian Centres Against Sexual Assault Forum
55	Mrs Joan Olson
56	Southern Sydney Regional Organisation of Councils
57	Local Government Association of NSW
58	Police Federation of Australia
59	Domestic Violence & Incest Resource Centre
59.1	Domestic Violence & Incest Resource Centre
60	Mrs Marianne Walker
61	Inverell Shire Council
62	City of Kalgoorlie-Boulder
63	Confidential
64	Australian Federal Police
65	Confidential
66	Ms Myshell Hyde
67	Confidential

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68	City of Gosnells
69	Crime and Misconduct Commission
70	Australian Federal Police Association
71	Australian Hotels Association
72	Ravenswood Neighbourhood Watch
73	Victoria Police
73.1	Victoria Police
74	Western Region Domestic Violence Collective
75	Youth and Legal Service (Logan City) Inc.
75.1	Youth and Legal Service (Logan City) Inc.
76	Mr Ian Wilson
77	Families and Friends of Drug Law Reform (ACT) Inc
78	Western Australian Local Government Association
79	Caboolture South Public Safety Project
80	Alcohol and other Drugs Council of Australia
81	Council of Small Business Organisations of Australia Ltd
82	Caxton Legal Centre
83	Confidential
84	Department of Family and Community Services
85	Federation of Community Legal Centres' Violence Against Women and Children Working Group
86	National Crime Authority
86.1	National Crime Authority
87	Great Lakes Council
88	Office of the Status of Women
89	Ms Nellie Fennell
90	Mr Nishat Mueller
91	Gosford District Chamber of Commerce and Industry

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92	ACT Neighbourhood Watch (Association)
93	Mr Anthony York
93.1	Justice Action
94	Enough is Enough
95	Justice Action
96	Victims of Crime Assistance League Inc NSW
97	Family Drug Support
98	Confidential
99	Mr Bob Bottom
100	Queensland Government
101	Law Society of South Australia
102	Crime Prevention Officers' Forum
103	South Australian Government
104	Mr Tim Priest
105	Confidential
106	Mr Stephen Woods
107	Victorian Alcohol and Drug Association
107.1	Victorian Alcohol and Drug Association
108	Mr Peter Martin
109	Mr Glen McNamara
109.1	Confidential
110	Mr Larry Cook
110.1	Mr Larry Cook
110.2	Mr Larry Cook
111	Confidential
111.1	Mr Gary Matlok
112	Mr Richard McDonald
113	Mrs Ruth Mackinnon

114	Confidential
115	Fairfield City Council
116	Confidential
117	Confidential
118	Confidential
118.1	Confidential
119	Confidential
120	Confidential
121	Mr James Ritchie
122	Mr Michael McGann
122.1	Mr Michael McGann
122.2	Confidential
122.3	Mr Michael McGann
122.4	Confidential
122.5	Mr Michael McGann
123	Mr Joe Lopez
124	Attorney-General's Department
125	Mr A F Godfrey
126	Mr Michael Kennedy
126.1	Mr Michael Kennedy
126.2	Mr Michael Kennedy
126.3	Confidential
127	Mr Mark Fenlon
127.1	Mr Mark Fenlon
128	Domestic Violence Advocacy Service
129	Confidential
130	Mr Edwin Chadbourne
131	Confidential

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132	Confidential
133	Mr Duncan Kennedy
133.1	Mr Duncan Kennedy
133.2	Mr Duncan Kennedy
133.3	Mr Duncan Kennedy
133.4	Mr Duncan Kennedy
133.5	Mr Duncan Kennedy
133.6	Mr Duncan Kennedy
134	Mr Kevin Moran
135	Confidential
136	Mr Noel Sharp
136.1	Mr Noel Sharp
137	Confidential
138	Ms Diane Timothy
138.1	Ms Diane Timothy
139	NSW Police
139.1	Confidential
140	Confidential
140.1	Confidential
141	Confidential
141.1	Confidential
141.2	Confidential
141.3	Confidential
141.4	Confidential
142	Mr Kevin Lindeberg
142.1	Mr Kevin Lindeberg
142.2	Mr Kevin Lindeberg
142.3	Mr Kevin Lindeberg

142.4	Mr Kevin Lindeberg
143	Confidential
144	Mr Alan Stephens
145	Confidential
146	Confidential
147	Confidential
148	Confidential
149	Mr H G Collis
150	Confidential
151	Confidential
152	Confidential
152.1	Confidential
152.2	Confidential
153	Confidential
154	Confidential
155	Confidential
155.1	Confidential
156	Confidential
157	ATSIC
158	Mission Australia
159	Confidential
160	Confidential
161	Northern Territory Police Force
162	Confidential
163	Confidential
164	Confidential
165	Confidential
166	Confidential



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167	Confidential
168	Confidential
169	Mr Greg McMahon
170	Confidential
171	Mr Bruce Grundy
171.1	Mr Bruce Grundy
171.2	Mr Bruce Grundy
172	Mr Desmond O'Neill
173	Confidential
174	Confidential
175	Confidential
176	Confidential
177	Confidential
178	Confidential
179	Confidential
180	Confidential
181	Confidential
182	Mrs J L Hayden
183	Confidential
184	Mr Alastair MacAdam
185	Confidential



## **Appendix B - List of Exhibits**

- 1 Professor John Braithwaite  
*Youth Development Circles by Professor John Braithwaite*
- 2 Mr Lloyd Pearce  
*Community Document 2001 - Crime and Punishment*
- 3 Ms Jennie George MP  
*Women for a Safer Community*
- 4 Whyalla City Council  
*Whyalla Local Crime Prevention Program Study Report July 2001*
- 5 -
- 6 Family Court of Australia  
*National Council of Single Mothers and their Children Inc*
- 7 NSW Justice Advocacy Centre Inc  
*No Single Answer*
- 8 Law Council of Australia  
*The Mandatory Sentencing Debate*
- 9 Australian Institute of Criminology  
*Paper written by Carlos Carcach*
- 10 The Cabinet Office, New South Wales  
*Types of Crime*
- 11 The Cabinet Office, New South Wales  
*Causes of Crime and Perpetrators*

- 12 The Cabinet Office, New South Wales  
*Fear of Crime*
- 13 The Cabinet Office, New South Wales  
*Victim Information*
- 14 The Cabinet Office, New South Wales  
*Crime Reduction Information*
- 15 The Cabinet Office, New South Wales  
*Sentencing Information*
- 16 The Cabinet Office, New South Wales  
*Community Policing*
- 17 Mr Ivan Brown  
*Various papers on court decisions and sentencing*
- 18 Hon Robert Lawson QC MLC  
*Drug Courts. What are they and What is the Government doing? And  
The new laws on Home Invasions. What are the change?s*
- 19 Hon Robert Lawson QC MLC  
*Crime Prevention a Shared Responsibility - Safety on Public Transport  
August 1999*
- 20 Hon Robert Lawson QC MLC  
*An overview of Crime Prevention and Community Safety Initiatives  
July 1999*
- 21 Cr Julie Sutton  
*Does the punishment fit the crime*
- 22 Border Watch Australia  
*The Law and You - by Bob Spanswick*
- 23 Mr Ken Marslew  
*Enough is Enough National Resource Directory*
- 24 Crime and Misconduct Commission  
*Crime information provided from Crime and Misconduct Website*
- 25 Mr Ian Fletcher  
*The Local Crime Prevention Program*
- 26 City of Kalgoorlie-Boulder  
*Ngaanyatjarra Community Law and Justice Submission to the Attorney  
General of Western Australia. April 2002*

- 27 City of Kalgoorlie-Boulder  
*The safer Country Community. Draft Only. A plan for the future.*
- 28 Australian Federal Police  
*The governance arrangement and structure of law enforcement in Australia*
- 29 Australian Federal Police  
*AFP'S presentation to Inquiry into Substance Abuse*
- 30 National Crime Authority  
*Organised Crime In Australia: NCA Commentary 2001*
- 31 Confidential
- 32 Law Society of South Australia  
*Restorative Justice - Australian Story - 5 August 2002 (video)*
- 33 St Kilda Legal Service Co-op Ltd  
*Evaluation of Edinburgh District Council's Zero Tolerance Campaign*
- 34 Australian Federal Police Association  
*Called to Account, The need for Higher Integrity Standards in the proposed Australian Crime Commission*
- 35 Law Society of South Australia  
*Extract of "Restorative Justice and a Better Future", lecture by John Braithwaite, Australian National University (1997)*
- 36 Mr Anthony York  
*Institute of Criminology, University of Sydney presents a public seminar, Mental Health and the Criminal Justice System.*
- 37 NSW Police Service  
*Transcript of 2UE interview (Jon Harker) with Ross Treyvaud on 17th September 2002*
- 38 Fairfield City Council  
*Crime Prevention Plan*
- 39 Mr Ivan Brown  
*Supreme Court of WA decision in the case Dixon -v- Scott, 2 October 2002.*
- 40 National Motor Vehicle Theft Reduction Council  
*Information on driving down vehicle theft 2002*

- 41 Mr Tim Priest  
*Submission to Inquiry into Police resources in Cabramatta by Detective Sergeant M Priest, dated 2000*
- 42 Ms Ariel Marguin  
*Various publications of Justice Action organisation*
- 43 Marrickville Council  
*Publications from the Marrickville Council*
- 44 Mr Jim Montague  
*Publications of the Canterbury City Council*
- 45 Mr Tony Trimmingham  
*Publications from the Family Drug Support Organisation*
- 46 NSW Bureau of Crime Statistics & Research  
*Presentation slides by Don Weatherburn*
- 47 Dr Richard Basham  
*Asian Crime a Challenge for Australia*
- 48 Sutherland Shire Council  
*Slide presentation by David Ackroyd, Sutherland Shire Council*
- 49 Shires Association NSW  
*Press clipping Moree Champion. Dated 8/10/02 Pg. 1*
- 50 Dr Chris Atmore  
*Men as Victims of Domestic Violence.*
- 51 Ms Virginia Geddes  
*What's in a Name? Definitions and Domestic Violence. Discussion Paper No. 1 1998.*
- 52 Ms Virginia Geddes  
*Is someone you know being abused in a relationship? A guide for families, friends & neighbours*
- 53 Ms Virginia Geddes  
*Family violence hurts kids to ... even if the don't see it*
- 54 Australian Institute of Criminology  
*AIC Trends & Issues paper no 129 - Identify-related Economic Crime: Risks and Countermeasures.*
- 55 Dr Russell Smith  
*Travelling in Cyberspace on a False Passport: Controlling Transnational Identify-related Crime. Paper for British Society of Criminology*

*Conference 02*

- 56 Dr Russell Smith  
*Examining the Legislative & Regulatory Controls on Identity Fraud.  
Marcus Evans Conferences on Identity Fraud Sydney 2002*
- 57 Ms Marg D'Arcy  
*Photocopy of a Ripcurl design*
- 58 Ms Marg D'Arcy  
*Graphic depicting the influences on victims/survivors.*
- 59 Victoria Police  
*News paper Item - Violent Crime Statistics*
- 60 Mr Ashley Dickinson  
*2001/2002 Provisional Crime Statistics*
- 61 Mr Ray Carroll  
*Motor Vehicle Theft in Australia July 2000-June 2001. An Annual  
Statistical Report (CD Rom)*
- 62 Mr Robert McDonald  
*Special Powers - NCA hearings and Notices*
- 63 Victoria Police  
*Crime Statistics 2001/2002 Provisional*
- 64 Confidential
- 65 Geraldton Newspapers Limited  
*Notes from Malcolm Smith*
- 66 Mr Malcolm Smith  
*Law and Order, Geraldton January 2001*
- 67 The Hon Bronwyn Bishop MP  
*Affidavit (James)*
- 68 Mr Michael McGann  
*Transcript The District Court of New South Wales in the matter of  
Regina V Peter Karamihalis @ Kay Bill Bayeh @ Michael Dominic  
Pedavoli, dated 17 August 1998*
- 69 Confidential
- 70 Mr Kevin Lindeberg  
*List of documents submitted on CD-ROM*

- 71 Mr Michael Griffiths  
*Abuse of Medical assessments to Dismiss Whistleblowers by a member of Whistle blowers Australia, December 1997.*
- 72 NSW Police  
*Exclusion of Sergeant AR Stephens and Detective Senior Constable P Quigg for the Sydney Cricket Ground and Sydney Football Stadium*
- 73 Mr Mark Fenlon  
*Police TV Episode 11/99.*
- 74 Mr Alan Stephens  
*Video tape of incident involving police at the SCG*
- 75 Wadeye Palngun Wurnangat Incorporated  
*Plan for women and Family dreams of the Future - "Our Wealth is Family"*
- 76 Wadeye Palngun Wurnangat Incorporated  
*Kardu Darrikardu Pumemanpinu Family Program*
- 77 Wadeye Palngun Wurnangat Incorporated  
*Discussion paper - Proposal to establish and trial a Cool House Wadeye*
- 78 Tiwi Islands Local Government  
*Copy of Annual Report 2001 - 2002*
- 79 Mr Peter Orsto  
*Whole School Community - Leadership Camp and Working Together 2003 (Background papers for school priorities)*
- 80 Mr Stephen Jackson  
*Northern Territory Quarterly Crime and Justice Statistics: Issue 3: March Quarter 2003*
- 81 Mr Stephen Jackson  
*Key Findings - Recorded Crime March Quarter 2003 Northern Territory*
- 82 Mr Stephen Jackson  
*Copy of Stephen Jackson's slide presentation of the March Quarter 2003 Statistics;*
- 83 Ms Jenne Roberts  
*Copy of Ms Jenne Roberts' slide presentation about the NT Crime Prevention Programs and associated hand-outs.*
- 84 Supt Graham Waite  
*NT Police Juvenile Pre-Court Diversion Scheme. List of Active*

*Programs by Program Provider (13)*

- 85 Ms Sylvia Langford  
*Overview of the Aboriginal Interpreter Service NT*
- 86 Mr Duncan Kennedy  
*NSW Security Industry ACT 1997 and Security Industry Regulation 1998*
- 87 Mr Duncan Kennedy  
*Papers relating to Security Industry licensing*
- 88 Mr Duncan Kennedy  
*Dept of Fair Trading (NSW) a selection of correspondence 1997 - 2001*
- 89 Mr Duncan Kennedy  
*Correspondence Premier, Attorney General, Auditor General, ICAC, Ombudsman 1997-2001*
- 90 Mr Duncan Kennedy  
*Correspondence Legislative Council 1995-2002*
- 91 Mr Duncan Kennedy  
*Special Information and Material of Concern 1996-1998*
- 92 Mr Duncan Kennedy  
*Rules of Fair Trading, High Court Decision on Fair Trading 2001*
- 93 Mr Duncan Kennedy  
*Experiences 2001-2002*
- 94 Mr Duncan Kennedy  
*Security Australia - Some of the Stories 1996-2000*
- 95 Mr Duncan Kennedy  
*Accredited Security Industry Association, correspondence/papers 2000-2002.*
- 96 Mr Duncan Kennedy  
*Department of Housing various papers 1989- 1997*
- 97 Mr Duncan Kennedy  
*Department of Public Works and Services various documents 1999-2001*
- 98 Mr Duncan Kennedy  
*Yellow pages and ads 1996-1999*
- 99 Mr Duncan Kennedy  
*Urban Affairs and Planning correspondence 2001-2002*



- 100 Mr Duncan Kennedy  
*OH&S Workcover correspondence and articles 2000*
- 101 Mr Duncan Kennedy  
*Possible line of Attack various articles on security industry shambles.1995-2001*
- 102 Mr James Ritchie  
*Policing models - Flowchart*
- 103 Mr Mark Fenlon  
*Final Report - NSW Police handling of CIS 02000834. 3 August 2003*
- 104 Mr Peter Martin  
*Correspondence from NSW Police 15 July 2003.*
- 105 Mr Bruce Grundy  
*Welcome to Justice Project - May 1992.*
- 106 Mr Bruce Grundy  
*Rule of law and Destruction of Evidence - Equality before the law? By Bruce Grundy, January 2003*
- 107 Mr Alastair MacAdam  
*Extracts form the Criminal Code [1899](Qld) and the Criminal Practice Rules 1900 (Qld)*
- 108 Mr & Mrs B & S Conroy  
*Video of damage to Ben Conroy's house 2000*
- 109 Mr & Mrs B & S Conroy  
*Contract for house purchase Mr Conroy*
- 110 Mr Kevin Lindeberg  
*Copy of the indictment of Pastor Ensbey in relation to the destruction of evidence. Dated 21 June 2003*
- 111 Mr Kevin Lindeberg  
*Extract from Sunday Sun 1 October 1989 pg 18. Teens handcuffed*
- 112 Mr Bruce Grundy  
*Extracts from the Morris and Howard Report in relation to the Heiner Affair*
- 113 Mr Bruce Grundy  
*2 articles by Mr Grundy entitled "no Witness statements over shotgun death" and "Court not Custodian of its own Record"*
- 114 Brain a& Mind Research Institute

*Collection of papers on Cannabis and mental health*

- 115 Mr Bruce Grundy  
*Attachment 2: Submission to commissions of Inquiry Order (No1) 1998 signed statement of Mrs Beryce Nelson 15 May 1998*
- 116 Dr Michael King SM  
*Journal of Offender Rehabilitation. Volume 36, Numbers 1/2/3/4 2003*
- 117 Mr Bruce Grundy  
*Phone interview with "Michael" by Steve Austin ABC Morning Radio Brisbane; 7 November 2001*
- 118 Mr Bruce Grundy  
*Various Correspondence between Queensland Dept of Families and Queensland Police dated November 2001*
- 119 Mr Bruce Grundy  
*Various correspondence between Queensland Police and Dept of Families August 2001*
- 120 Mr Bruce Grundy  
*Photographs of Mt Barney Near NSW border*
- 121 Mr Bruce Grundy  
*John Oxley File Admin File 1904 between July 1988 to November 1988*
- 122 Mr Bruce Grundy  
*Report on Educational Program Incident 24th, May 1988*
- 123 Mr Kevin Lindeberg  
*various documents tendered in relation to the Heiner Affair. Date range 1989-1996*
- 124 Mr Bruce Grundy  
*Tape of conversation March 2000 between Mr Grundy and Ms Barbara Flynn*
- 125 Mr Noel Heiner  
*Letter from A C Pettigrew, Director General Family Services to Mr Heiner dated 13 November 1989*
- 126 Mr Noel Heiner  
*Letter from Mr Noel Heiner to Ms R Matchett, A/Director General Family Services, dated 19 January 1990*
- 127 Mrs Beryce Nelson  
*Memo from Ian Peers to Ruth Matchett, undated, regarding John Oxley*

*youth Centre Inquiry*

- 128 Mrs Beryce Nelson  
*Record of meeting between Ms Ruth Matchett, Mr Peter Coyne and Mr Leigh Carpenter held on 1 November 1990*
- 129 Mrs Beryce Nelson  
*Memo from Mr Peter Coyne entitled 'Public Comment and Political Liberty', dated 27 June 1990*
- 130 Mrs Beryce Nelson  
*Letter from Ms Ruth L Matchett to Mr Peter Coyne, dated 2 July 1990, directing him not to make a public comment*
- 131 Mrs Beryce Nelson  
*Letter from Mr Peter Coyne, dated 16 July 1990, regarding correspondence pertaining to the Heiner Inquiry*
- 132 Mrs Beryce Nelson  
*Letter from Ms Ruth Matchett to Mr Peter Coyne, dated 19 July 1990, acknowledging Mr Coyne's letter of 16 July 1990*
- 133 Mrs Beryce Nelson  
*Letter from Ms Ruth Matchett to Mr Bill Yarrow, dated 1 August 1990 regarding Mr Peter Coyne*
- 134 Mrs Beryce Nelson  
*Letter from Mr Peter Coyne to Ms Ruth Matchett, dated 17 September 1990, regarding reimbursement of solicitor's fees*
- 135 Mr Kevin Lindeberg  
*Form 26 - Notice of appeal by Mr Douglas Ensbey, The Queen v Douglas Roy Ensbey, dated 8 April 2004*
- 136 Mr Kevin Lindeberg  
*Form 391 - Notice of Appeal by Attorney-General, The Queen v Douglas Roy Ensbey, dated 25 March 2004*
- 137 Mrs Kay McMullen  
*Letter from Advocacy worker to the Management Committee, dated 27 July 1999, re: mistreatment of a resident by a male worker & associated document*
- 138 Mrs Kay McMullen  
*Response from Morris Lewin, Chairman, Care Independent Living Association Inc to letter from SUFY Advocacy worker, dated 20 August 1999*

- 139 Mr Justin Rowe & Mrs Betty Rowe  
*Summary of opening statement by Mr and Mrs Rowe, addressing two terms of reference for the inquiry into crime in the community*
- 140 Mr Justin Rowe & Mrs Betty Rowe  
*Communications program for Mr Peter Rowe, by Options Communication Therapy Centre, dated May 2001, and accompanying photographs*
- 141 Mr Justin Rowe & Mrs Betty Rowe  
*Copies of two paintings by Mr Peter Rowe, with accompanying text*
- 142 Mr Justin Rowe & Mrs Betty Rowe  
*Three poems by Peter Rowe*
- 143 Mr Justin Rowe & Mrs Betty Rowe  
*A folio containing two children's stories, created and illustrated by Mr Peter Rowe*
- 144 Confidential
- 145 Confidential
- 146 Confidential
- 147 Confidential
- 148 Confidential
- 149 Confidential
- 150 Confidential
- 151 Neighbourhood Watch & Crime Prevention  
*Crime prevention schemes get \$20m*
- 152 City of Gosnells  
*Memorandum of understanding between City of Gosnells & Department of Justice Community, Justice Services, dated April 2004*
- 153 City of Gosnells  
*Memorandum of Understanding between City of Gosnells and Western Australia Police Service, Gosnells Police Station, dated December 2002*
- 154 City of Gosnells  
*Opening Statement by Cr. Patricia Morris*
- 155 City of Gosnells  
*Funding Issues for Dept of Family & Community Services*

- 156 City of Gosnells  
*Pamphlet package on Making the City of Gosnells a Safe City*
- 157 Mr Kevin Lindeberg  
*Letter from Auditor-General to Mr Lindeberg, dated 13 May 2004*
- 158 Mr Kevin Lindeberg  
*Letter from Auditor-General Queensland to Mr Kevin Lindeberg dated 31 March 2004*
- 159 Mr Kevin Lindeberg  
*Letter from Mr Lindeberg to Auditor-General dated 3 April 2004*
- 160 Mr Kevin Lindeberg  
*Letter from Auditor-General to Mr Lindeberg dated 6 April 2004*
- 161 Mr Kevin Lindeberg  
*Letter from Mr Lindeberg to Auditor-General dated 4 May 2004*
- 161 Mr Kevin Lindeberg  
*Letter from Auditor-General to Mr Lindeberg dated 13 May 2004*



## **Appendix C - List of Witnesses**

**Friday 21 June 2002 - Canberra (Committee Briefing)**

**Attorney-General's Department**

Dr Dianne Heriot, Assistant Secretary, Crime Prevention Branch, Criminal Justice Division

**Australian Federal Police**

Mr Brendan McDevitt , General Manager, National Operations

Commissioner Michael Keelty

Mr Peter Whowell, Principal Policy Officer

**Australian Institute of Criminology**

Mr Carlos Carcach, Senior Research Analyst, Head of Communities and Crime Analysis Program

**Monday, 9 September 2002 - Melbourne**

**Australian Institute of Criminology**

Dr Russell Smith, Deputy Director of Research

**Logistics Pty Ltd**

Mr Adrian Stephan, Managing Director

**Older Persons Action Centre**

Ms Sue Healy

Mrs Edith Morgan, Member

**University of Melbourne**

Professor Arie Freiberg, Head of Department, The Department of  
Criminology

**Victoria Police**

Mr Ashley Dickinson, A/g Commander

Mr Robert Read, Manager, Victim Advisory Unit

**Victorian Alcohol and Drug Association**

Ms Carol Bennett, Executive Officer

**VOICES**

Ms Ada Conroy

Ms Elizabeth Olle, Member

**Tuesday, 10 September 2002 - Melbourne**

**Barwon Centre Against Sexual Assault**

Ms Pamela O'Neill, Coordinator

**Domestic Violence & Incest Resource Centre**

Ms Virginia Geddes, Co-ordinator

Ms Janet Hall, Finance Coordinator

**Federation of Community Legal Centres' Violence Against Women and Children Working  
Group**

Ms Jacinta Maloney, Community Education Lawyer

**Gippsland Centre Against Sexual Assault**

Ms Pauline Gilbert, Coordinator, Administrative Services Counsellor  
Advocate

**Moreland Council**

Ms Frances Grindlay, Social Policy Unit

**National Motor Vehicle Theft Reduction Council**

Mr Ray Carroll, Executive Director

Mr Geoffery Hughes, Project Manager

**St Kilda Legal Service Co-op Ltd**

Dr Chris Atmore

**The Police Association of Victoria**

Mr Paul Mullett, Secretary

**Victorian Centres Against Sexual Assault Forum**

Ms Marg D'Arcy, Public Officer

**Thursday 19 September 2002 - Canberra (Committee Briefing)****Australian Institute of Criminology**

Ms Patricia Mayhew, Consultant Criminologist

**Thursday, 26 September 2002 - Canberra****Attorney-General's Department**

Mr Peter Ford, Acting General Manager, Criminal Justice and Security

Mr Geoffrey Main, Special Advisor, Proof of Identity Project, Strategic Law Enforcement Branch

Mr Christopher Meaney, Assistant Secretary, Criminal Justice Division

Mr Tim Morris, Director, Criminal Justice Division

**Wednesday, 9 October 2002 - Sydney****Individuals**

Dr Richard Basham

Councillor Maria Heggie

Mr Stephen Odgers

**Fairfield Chamber of Commerce**

Mr Philip O'Grady, Vice-President



**National Crime Authority**

Mr David Gray, Director of Intelligence

Mr Robert McDonald, National Director, Sydney Office

**NSW Bureau of Crime Statistics & Research**

Dr Don Weatherburn, Director

**NSW Justice Advocacy Centre Inc**

Mr Eric McCormack CJA, Chief Executive Officer

**NSW Police**

Mr DB Madden, Deputy Commissioner Operations

Ms Cheryl McCoy, Director, Operational Policy and Programs

**The Cabramatta Chamber of Commerce Inc**

Mr Ross Treyvaud, President

**Thursday, 10 October 2002 - Sydney****Individuals**

Mr Bob Bottom

Mr Tim Priest

Mr Stephen Woods, Clinical and Consultant Psychologist

Councillor Peter Woods, Local Government Association of NSW

**Canterbury City Council**

Mr Andrew Sammut, Senior Operations Manager, Community Services

**Country Women's Association of NSW**

Mrs Joy Potts

**Family Drug Support**

Mr Tony Trimmingham

**Justice Action**

Mr Brett Collins, Spokesperson

Ms Anna Lawarik, Spokesperson

Ms Ariel Marguin, Co-ordinator

Mr Anthony York

**Marrickville Council**

Ms Linda Livingstone, Manager Community Development

**Shires Association NSW**

Mr Michael Montgomery, President

**Southern Sydney Regional Organisation of Councils**

Ms Melissa Gibbs, Executive Director

**Sutherland Shire Council**

Mr David Ackroyd, Manager, Community services

**Monday, 18 November 2002 - Geraldton****Community Justice Services**

Mr Peter Chandler, Previous Regional Manager

**Geraldton & Districts Senior Citizens Action Group**

Mr James Graham, President

**Geraldton Community Legal Centre**

Mrs Sarah James-Wallace, Principal Solicitor

**Geraldton Police & Citizens Youth Club**

Ms Anne Finlay, Branch Manager

**Geraldton Streetwork Aboriginal Corporation**

Mr Gordon Clinch, Member

Mrs Merrilyn Green, Manager

**Give me Geraldton Anyday**

Mr Brian Beardman, Board Member

Mr Laurence Campbell, Coordinator

**Safer WA**

Mrs Karen Godfrey, Vice Chairman

**WA Police Service**

Mr Geoffrey Fuller, Senior Sergeant

**Wednesday, 19 February 2003 - Sydney****Individuals**

Mr Glen McNamara

**Thursday, 20 February 2003 - Sydney****Individuals**

Mr Edwin Chadbourne

Mr Peter Martin

Mr Michael McGann

**Wednesday, 26 February 2003 - Sydney****Individuals**

Mr Mark Fenlon

Mr Michael Kennedy

**Thursday, 27 February 2003 - Sydney****Individuals**

Mr Larry Cook

Mr Richard McDonald

**Friday, 28 March 2003 - Sydney****Individuals**

Mr A F Godfrey

Mr Alan Stephens

**Wednesday 11 June 2003 - Darwin****Northern Territory Police Force**

Divisional Superintendent Richard Bryson, Northern Territory Police Force

Senior Sergeant Dean McMasters, Officer in Charge Wadeye Police Station

**Kardu Numida Incorporated**

Mr Rick Bliss, Housing Manager

Mr Terry Bullemor, Town Clerk

**Thamarrurr Regional Council**

Mr Felix Bunduck, Joint Chair

Mr Leon Melpi, Member

Mrs Theadora Narndu, Joint Chair

**Ngepan Patha Centre (Women's Centre), Palngun Wurnangat Association**

Ms Suzanne Demos, Helper/Coordinator

**Thursday, 12 June 2003 - Darwin****Individuals**

Supt Graham Waite, Superintendent, Juvenile Diversion Scheme

**Department of Community Development Sport and Cultural Affairs**

Ms Sylvia Langford, Deputy Chief Executive

Ms Ann Vincent, A/Manager Aboriginal Interpreter Service

**Department of Justice**

Ms Jenne Roberts, Principal Policy Advisor, Office of Crime Prevention

**Department of Justice NT**

Mr Stephen Jackson, Director Research & Statistics, Office of Crime Prevention

**Northern Territory Police Force**

Senior Constable Scott Mitchell, Senior Policy Advisor

**NT Department of Chief Minister**

Ms Pam Griffiths, Deputy Director, Social Policy Unit

**Friday 13 June 2003 Nguiu (Bathurst Island)****Northern Territory Police Force**

Constable Chris Galati,

**Tiwi Islands Local Government**

Mr John Cleary, Chief Executive Officer

Mr Kevin Doolan, Coordinator, Diversionary Program

Mr Adam Kerrinauia, Member

Mr Maralampuwi Kurrupuwu, President

Mr Luke Puruntatameri, Member

Mr Gavin Tipiloura, Community Services Officer, Nguiu Community Management Board

Mr Hyacinth Tungatalum, Member

**Tiwi Health Board**

Mr Barry Puruntatameri, Manager

**Xavier Community Education Centre**

Mr Brian Clancy, Co-Principal

Mr Peter Orsto, Co-Principal

**Wednesday, 20 August 2003 - Canberra****Individuals**

Mr Duncan Kennedy

Mr Peter Martin

Mr James Ritchie

**Monday, 27 October 2003 - Brisbane****Individuals**

Mr Kevin Lindeberg

**Queensland University of Technology**

Mr Alastair MacAdam, Senior Lecturer in Law, Law School

**University of Qld**

Mr Bruce Grundy, School of Journalism

**Tuesday, 28 October 2003 - Brisbane****Individuals**

Mr & Mrs B & S Conroy

Mr Des O'Neill

**Caxton Legal Centre**

Ms Matilda Alexander, Solicitor

Mr Scott McDougall, Director

Ms Narelle Sutherland, Social Worker

**Logan Youth Legal Service**

Mr Lawrie Moynihan, Manager

**Sisters Inside**

Ms Debbie Kilroy OAM, Director

**Friday, 7 November 2003 - Sydney****Individuals**

Mr Mark Fenlon

**Brain and Mind Research Institute**

Prof Ian Hickie, Executive Director

**Thursday, 4 March 2004 - Canberra****Australian Children's Music Foundation (ACMF)**

Mr Donald Spencer, Founder

**Tuesday, 16 March 2004 - Brisbane****Individuals**

Mr Kevin Lindeberg

Mr Michael Roch

**University of Qld**

Mr Bruce Grundy, School of Journalism

**Tuesday, 18 May 2004 - Brisbane****Individuals**

Mr Noel Heiner

**Monday, 7 June 2004 - Raymond Terrace****Individuals**

Mr Ian Beckett

Ms Valda Earnshaw

Mr Robert Owen

Mr James Ritchie

Mr Trevor Wark

Mr Gregory Whittall

**Blue Water Security Pty Ltd**

Mr Paul Colley, Managing Director

**Cabramatta Police Station**

Senior Constable Natalie Carman

**Federal Member for Paterson**

Mr Bob Baldwin, MP

**NSW Police, Lower Hunter Command**

Superintendent Charles Haggett, Commander

**Port Stephens Council**

Mrs Sally Dover, Councillor

**Port Stephens Crime Forum Committee**

Mr Peter Mason, Chairman

**Port Stephens Shire Council**

Mr Ronald Swan, Deputy Mayor

**Publicity Officer, Port Stephens Crime Forum**

Mrs Doreen Bradley, Publicity Officer

**Spokesman for Port Stephens Crime Forum**

Mr Sean Brennan, Spokesman

**Worimi Local Aboriginal Land Council, Worimi Aboriginal Traditional Elders & Owners Group**

Mr Leonard Anderson, Chief Executive Officer, Senior Ranger

**Monday, 7 June 2004 - Forster****Individuals**

Mr Malcolm Abbo

Mr Kevin Austwick

Mr Edgar Bickford

Mr Brett Bramble



Mr Kevin Lean

Mrs Iris Miles

Mrs Michelle Moffat

Mr Christian Patteson

Mr William Paulson

Mrs Anne Reid

Ms Leigh Vaughan

**Aboriginal Justice Adv-Council / Public**

Ms Teresa French, Councillor, Many Rivers

**Beaches International**

Mr Greg Randall, Manager

**Bella Villa Motor Inn**

Mrs Margaret Krzemien, Manager

**Federal Member for Paterson**

Mr Bob Baldwin, MP

**Forster - Tuncurry Security Service**

Mr James McShane, Manager

**Forster and Tuncurry Golf Club**

Mr David Little, Director

**Forster Local Aboriginal Land Council**

Ms Donna Hall, Chairperson

**Forster Neighbourhood Watch**

Mrs Mary Holstein, President

Mr Thomas Short, Secretary

**Forster Tuncurry and District Chamber of Commerce Inc**

Mrs Judith Payne, President

**Great Lakes Council**

Mr John Chadban, Mayor

Mr John Stephens, Councillor

**Manning-Great Lakes Police**

Senior Constable Kenneth Sheather, Crime Prevention Officer

**Mid North Coast Area Health Service**

Ms Chloe Beevers, Area Health Promotion Officer, Safe Communities

**Friday, 18 June 2004 - Brisbane****Individuals**

Mrs Kay McMullen

Mrs Beryce Nelson

Mr Joe Nikolich

Mr Justin Rowe and Mrs Betty Rowe

Mrs Gail Torrens

**Thursday, 1 July 2004 – Gosnells****Individuals**

Mrs Vibeke Elise Ahnstrom

**Westan Aboriginal Corporation**

Mr Clive Abraham

Mr Cleave Lucas Narkle

**West Australia Police**

Mr Christopher John Clark, Legal Services

Superintendent Ross McKenzie Napier, Divisional Superintendent,  
Crime Prevention and Community Support

**Rehabilitation and Management Western Australia (DRUG-ARM WA)**

Mr John Morris Dunn, Program Coordinator

Mrs Susy Thomas, Executive Director, Drug Awareness

**Moorditch Koolaak Housing Service**

Mr Leon Harp, Tenant Support Officer

**City of Gosnells**

Mr Stuart Jardine, Chief Executive Officer

Councillor Patricia Morris, Mayor